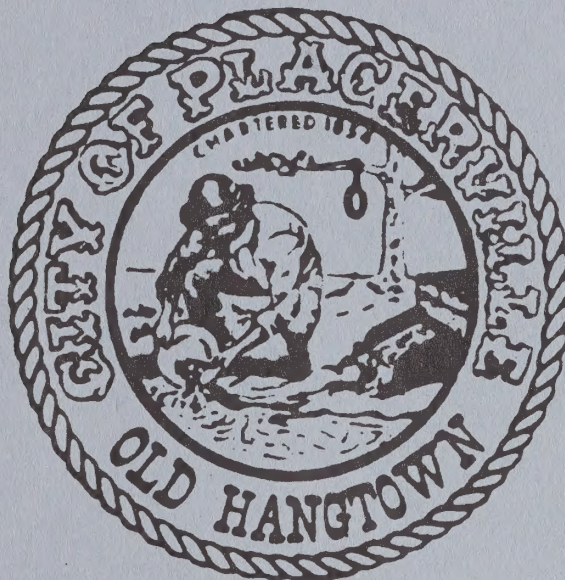


CITY OF PLACERVILLE GENERAL PLAN



BACKGROUND REPORT

January 1989

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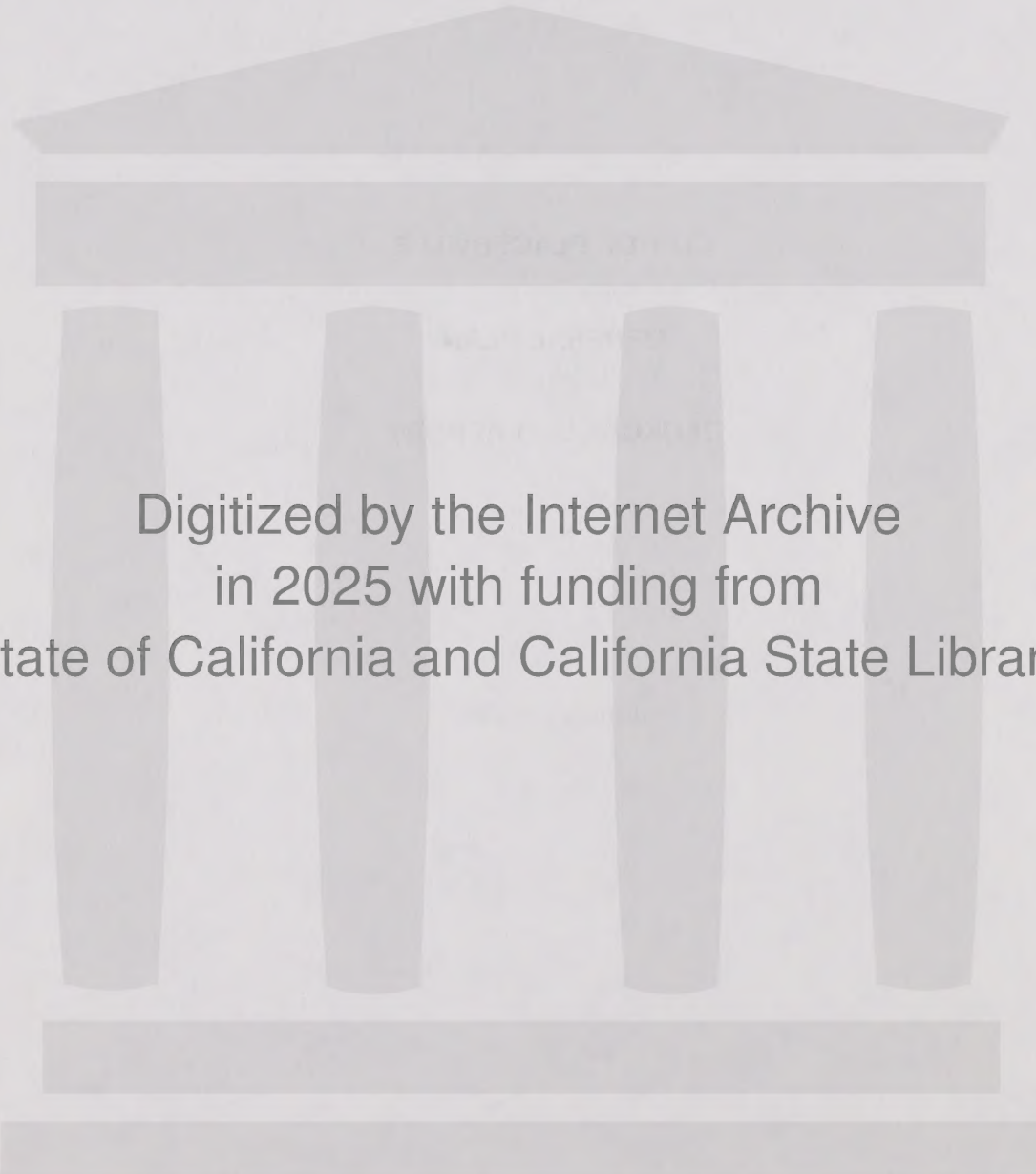
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GENERAL PLAN

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January 1989



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INTRODUCTION

INTRODUCTION

This document contains background information compiled for the revised City of Placerville General Plan. The document addresses all the significant issues to be addressed in the revised Plan and will also serve as the "environmental setting" portion of the environmental impact report to be prepared on the General Plan.

This Background Report discusses every issue required to be addressed by state general plan law as well as issues of purely local importance. It is organized into nine chapters covering groups of related issues.

REQUIRED GENERAL PLAN ELEMENTS

CHAPTER	LU	CI	H	CO	OS	N	S
I. LAND USE	X						
II. HOUSING	X		X				
III. POPULATION	X		X				
IV. ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS	X		X				
V. TRANSPORTATION		X					
VI. PUBLIC FACILITIES AND SERVICES	X		X	X			X
VII. NATURAL RESOURCES	X			X			X
VIII. HEALTH AND SAFETY	X				X	X	X
IX. SCENIC RESOURCES AND URBAN DESIGN	X				X		
X. HISTORIC AND CULTURAL RESOURCES	X			X	X		

LU = Land Use Element
 CI = Circulation Element
 H = Housing Element
 CO = Conservation Element
 OS = Open Space Element
 N = Noise Element
 S = Safety Element

The Background Report was prepared by a multi-disciplinary Consultant Team headed by J. Laurence Mintier & Associates. Pepper Associates was responsible for preparing Chapter X, Scenic Resources and Urban Design. Joseph Holland, Consulting Traffic Engineer, prepared those sections of Chapter V, Transportation, concerning the circulation system and parking. Graham Bice prepared much of the background information in Chapter VI, Public Facilities and Services, Chapter VII, Natural Resources, and Chapter VIII, Health and Safety. Brown-Buntin Associates prepared the noise section of Chapter VIII, Health and Safety. Mintier & Associates prepared the balance of the report and was responsible for editing and compiling the document.

The Background Report was prepared in 1985-86, and most of the information reflects conditions during that period. The Housing and Population Chapters were updated in November 1989.

The Consulting Team gratefully acknowledges the contributions of the City of Placerville staff in providing information and in reviewing earlier drafts of this report.

I. LAND USE

CHAPTER I

LAND USE

INTRODUCTION

Land use is the principal focus of the general plan. This chapter provides a context for the revised general plan by describing existing land use conditions and local and regional plans and policies that have a bearing on land use in Placerville. This chapter begins by describing the regional setting and the Placerville General Plan Area. The chapter next reviews the history of planning and land use regulations in Placerville, describing earlier general plans and other special planning projects undertaken by the City. This is followed by a discussion of county and regional policies and developments that are significant for local land use.

REGIONAL SETTING

The city of Placerville is located in El Dorado County, on the western slope of the Central Sierra Nevada at the intersection of U.S. Highway 50 and State Highway 49. It is approximately 44 miles east of Sacramento and 59 miles west of the city of South Lake Tahoe. The city occupies approximately five square miles at the bottom of a ravine along Hangtown Creek. The downtown elevation is 1,890 feet. Figure I-1 shows the general location of Placerville.

STUDY AREA

For the purposes of the revised general plan, the City of Placerville defined a study area which is roughly coterminous with the Placerville Fire District boundary, with a small portion extending beyond the district limits in the southwestern area. While this larger area is being studied broadly, specific general plan policies and land use designations will focus on those areas within the Placerville's adopted sphere of influence. Figure I-2 shows the boundaries of the study area, the current city's sphere of influence (see discussion later in this chapter), and the current (1987) city limits.

HISTORY OF LAND USE PLANNING IN PLACERVILLE

Land use planning in Placerville has historically centered around two considerations: (1) the desire to retain the city's unique heritage and character; and (2) the need to address problems presented by the city's unique topographical features. The City of Placerville established its first planning commission and adopted its first zoning ordinance in 1961. Following are brief synopses of the plans which Placerville has used to guide land use and development through the years.

1962 General Plan

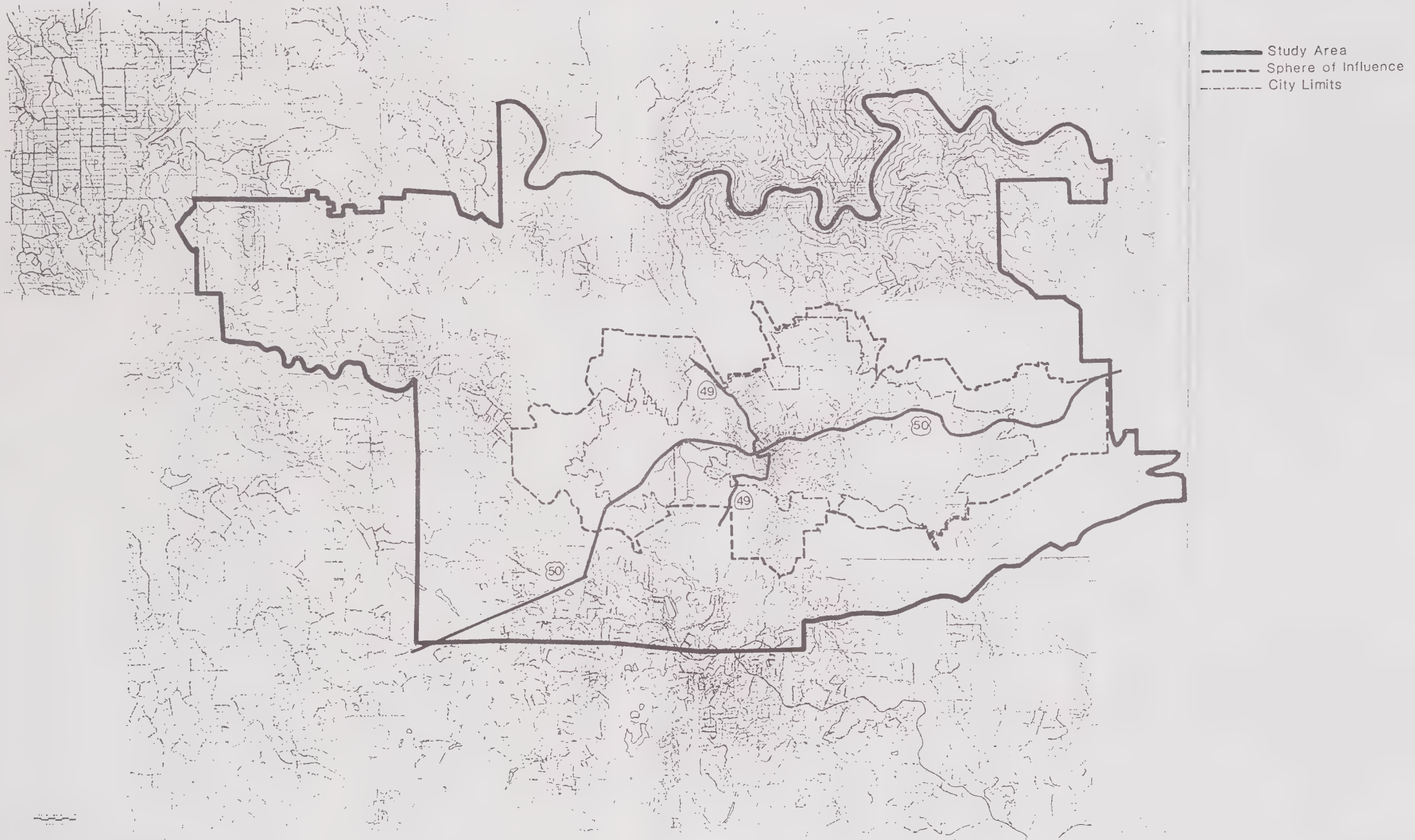
The City of Placerville adopted its first general plan in 1962. The 1962 plan was primarily descriptive, bearing very little resemblance to currently acceptable general plans. It did, however, outline 11 recommendations for guiding development over the life (20-25 years) of the plan. They were as follows:

1. All the streets and other features shown on the General Plan shall be developed.

Figure I-1
REGIONAL LOCATOR MAP



GENERAL PLAN STUDY AREA & SPHERE OF INFLUENCE BOUNDARY



PLACERVILLE AND VICINITY

Figure I-2

2. Downtown Placerville be restored and expanded in its traditional style, maintained as the primary shopping center in the planning area.
3. Smith Flat be developed at high standards as the major industrial area in the city.
4. All of the area within the watershed be annexed to Placerville, beginning with the area along old Highway 50 down to the new sewer plant.
5. All of the excavated and exposed areas of soil on the hillsides be planted and no new excavations be made without provision for restoring the topsoil and cover.
6. A substantial park and recreation area be established on the north shores of proposed Weber Lake (Texas Hill) Reservoir.
7. All new buildings in the central area be designed so as to be compatible with historic buildings; large lighted signs and overhead wires be removed; and older buildings be suitably remodeled.
8. U.S. 50 be routed around the town as shown and no further freeway construction be allowed in the downtown area.
9. Orchards be preserved as long as possible--especially in the major orchard area north of Smith Flat (Smith Flat).
10. The Plan be periodically improved and brought up-to-date in the light of changing conditions, and the City and County Planning Commissions have joint planning sessions at least four times a year.
11. A precise development plan be prepared for Central Placerville, implemented by special zoning, an off-street parking district, a public improvement program, and possibly urban renewal.

While some of these recommendations have been implemented, most of them remain unrealized and are still important as planning issues today.

1972 Housing Element

In 1971, the Placerville City Council authorized the preparation of the City's first housing element. Housing elements for all cities and counties in California were mandated by the state legislature in 1967. The 1972 element was the first new element adopted since the adoption of the original general plan in 1962. It included policy guidelines for residential development and housing along with programs for implementation of these guidelines. The following is a summary of these policies and programs.

Residential Development Policy Guidelines

1. Housing developments will be guided in their locations and design to insure the least possible detrimental effect on the City's physical environment.
2. An adequate amount of appropriate and easily accessible land will be made available to insure the continued growth.

3. The full development of suitable, close-in and skipped-over land will be promoted before those lands further removed from the existing urban areas.
4. All street improvements and extensions will be built to standards which will assure an adequate circulation system, and further will insure adequate access to presently undeveloped lands.
5. All future utility improvements and extensions will be built to standards which will insure continued adequate service to existing residential areas and, further, will permit their extension to future residential areas as the need arises.
6. Any improvements in excess of the needs of the immediate development will not necessarily be the responsibility of the developer.
7. Future residential development standards will be consistent with the character of the City's terrain and will seek to preserve the maximum possible amount of open space within residential areas.
8. Contiguity of residential areas will be promoted to insure the least possible public cost for utilities, services and maintenance.

Residential Development Programs for Implementation

1. Completion of general plan review; update and inclusion of the following new mandatory elements:
 - a conservation element
 - an open space element
 - a noise element
 - a seismic safety element
 - a general safety element
2. Evaluation and modernization of provisions of the zoning ordinance (i.e., inclusion of planned unit development concept with standards appropriate to steep slopes).
3. Evaluation and revision of City's zoning map to insure consistency with the updated general plan and, further, to insure the availability of adequate and appropriate lands to meet future demands (particularly for apartments and mobilehomes).
4. Evaluation and revision of the City's subdivision regulations to incorporate hillside development standards.

Housing Policy Guidelines

1. Private efforts to provide housing for low- and moderate- income families will be encouraged and supported.
2. Developers will be encouraged to assist in meeting all needs by including low- and moderate-income housing in their projects.

3. If necessary, public action programs will be initiated to create housing for low- and moderate-income. Particular efforts will be directed towards the needs of the City's elderly.
4. In all housing endeavors, the City will seek to coordinate its efforts with those of El Dorado County.
5. Programs will be initiated to eliminate substandard housing, to prevent further deterioration, and to insure the continued productive use of the existing housing stock.
6. Administration of the City's zoning and subdivision regulations will insure opportunities for a variety of housing types, densities and environments within the City.
7. Innovative building and development techniques will be encouraged to facilitate and reduce housing costs.

Housing Programs for Implementation

1. Initiate public awareness program to insure understanding of the City's housing problems.
2. Seek to interest private developers and nonprofit sponsors in the development of low- and moderate-income housing, particularly for the elderly. Insure understanding of the available programs and their applicability to the City.
3. Work towards a coordinated program with the County of El Dorado.
4. Encourage housing programs for the elderly.
5. Encourage adequate amount of multiple family zoned areas.
6. Provide opportunity for the development of mobilehome parks.

The 1972 Housing Element served as the City's official policy guide regarding housing decisions until it was superseded by the adoption of a new housing element in 1983.

1973 Open Space and Conservation Element

In June 1973, the Placerville City Council adopted a combined Open Space and Conservation Element. The element, which was prepared by the staff of the Sacramento Regional Area Planning Commission (SRAPC) with the guidance of a local Citizen's Advisory Committee (CAC), outlined goals, policies, and recommendations pertaining to open space. The following is a summary of the element's recommendations.

Open Space For Public Health and Safety

1. Prepare and adopt a Seismic Safety Element to assure the public is adequately protected from any identifiable seismic hazards.
2. Evaluate the State's forthcoming report on fire potential in wildland areas for use in the Placerville area and use State recommended fire protection measures as guidelines in determining actions necessary to minimize wildland fire hazards.

3. Continue to require city sewer service for all urban-type developments within the City.
4. Condition development of areas identified by an on-site study as having dangerously unstable soil characteristics.

Open Space for Managed Production of Resources

1. Protect agriculture in the Placerville area by encouraging developments incompatible with agricultural activities to locate in areas of lesser agricultural importance.
2. Prepare and adopt a resolution encouraging the County to continue the use of the Williamson Act as an incentive to maintaining and preserving agricultural uses of land.
3. Take the necessary steps in the future to assure that, should gold mining operations be revitalized, the operations will have a minimum adverse effect on existing development and the surrounding development.

Open Space for Preservation of Natural Resources

1. Prepare and adopt a resolution requesting El Dorado County to designate U.S. Bureau of Land Management lands within the Placerville Planning Area as wildlife refuge areas.
2. Prepare and adopt a resolution requesting the El Dorado Irrigation District closely coordinate any potential recreational development of proposed water storage projects in the Weber Creek Area to assure the City's desire for Weber Creek to remain in as natural a state as possible will be considered.
3. Survey existing park sites for the purpose of identifying areas with good representation of plant and animal communities that could be designated nature study areas.
4. Sponsor Citywide promotional programs that emphasize the aesthetic value of trees and landscaping to the visual appearance of the City.

Open Space for Outdoor Recreation

1. Complete the development of the current park sites to their maximum potential.
2. Designate the following cemeteries as open space:
 - a) Westwood Hills Memorial Park
 - b) Middletown
 - c) Jewish
 - d) Union
 - e) Catholic
 - f) Old City
 - g) Upper Town
 - h) Smithflat

3. Coordinate with interested public agencies and private organizations in establishing a program for identification of historically significant buildings and sites in the City.
4. Initiate a study to determine the most feasible means of providing adequate access to Bedford Park capable of safely accommodating the anticipated park traffic.
5. Provide a neighborhood park in both the Smith Flat area and the northwest portion of the City as the need arises.
6. Coordinate with State agencies and local organizations in determining a feasible site for a roadside rest area in the City along Highway 50.

1974 General Plan Elements

In 1974, the City brought its general plan into compliance with state requirements by adopting four new elements: General and Seismic Safety, Noise, Land Use, and Circulation and Scenic Highways. These four elements were combined with the 1972 Housing Element and the 1973 Open Space and Recreation Element to give the City of Placerville a comprehensive general plan as mandated by state law.

The 1974 plan included goals and policies for the four new elements along with an action program outlining recommendations for achievement of each goal. The following is a summary of proposed actions for nine different aspects addressed by the four elements. They are listed in order of relative priority.

Soils and Geology

1. Prepare an ordinance specifying erosion control requirements to be applied within the City, as described in the General Plan.
2. Have the City Engineer prepare guidelines for erosion control at major construction projects. The guidelines should be written so that they could be implemented by a layman.
3. Develop a report format for the specification of erosion control problems and mitigating measures at major construction projects.
4. Have the City Administrator initiate a process which would notify persons of the existence of the Melones Fault when they are planning construction within that zone. When a building permit is applied for, this notification should be accomplished.
5. Have the City Administrator initiate a process that would notify persons intending to develop within the lava cap area of the City that care should be taken to maintain the hydrologic characteristics of the area. When a building permit is applied for, this notification should be accomplished.
6. Prepare a resolution requesting that the County Board of Supervisors apply a temporary open space zoning designation to the unstable soil area that is identified within the City's General Plan Open Space and Conservation Element, pending a soils study which would identify the potential hazards of this area.

Seismic Safety

1. Require the City Engineer to inspect every six months all water supply reservoirs within the City which are under 50 feet and over 5 feet in height to insure that they are properly maintained.
2. Require by ordinance that above ground petroleum products storage tanks meet the construction standards of seismic risk zone 3.
3. Require the City staff to inspect every six months all above ground petroleum products storage tanks within the City to insure that they are properly maintained.
4. Develop an ordinance to control private above ground storage of gasoline for business or personal use.

Fire Protection

1. Initiate a program to implement a uniform street signing and numbering system that would include:
 - a) a consistent progression of street numbers,
 - b) a minimum size for address signs,
 - c) visible access from the street,
 - d) a specific size, height and location for all public and private street name signs.
2. Initiate a program to upgrade the water and fire hydrant system so that a break in one location will not disable the entire system.
3. Adopt an ordinance which prohibits on-street parking along streets of less than 18 feet in width, and allows parking on only one side of a street which is between 18 feet and 26 feet in width.
4. Require an annual report from the Fire Chief which will state:
 - a) The degree to which the Fire Department is prepared to meet all types of emergencies under its jurisdiction.
 - b) Measures the City should take to reduce fire hazards within the jurisdiction.
 - c) A five year projection of manpower and capital improvement needs.
5. Initiate a procedure for the review of all medium and high density residential, commercial, and industrial developments by the Fire Chief to insure that adequate consideration has been given to fire protection. Recommendations for design changes would advisory when they exceed state law requirements.
6. Initiate a study to determine the most feasible and necessary locations for future fire stations.

Police Services

1. Initiate a procedure for the review of all medium and high density residential, commercial, and industrial development of the Chief of Police. Recommendations for design modifications would be advisory.
2. Review and evaluate the adequacy of existing public and private safety and security lighting.
3. Establish a committee to specify the location of future bicycle paths and sidewalks. These facilities should be designed and located to adequately accommodate local demand and recognize the principle of safety through the separation of different transportation modes.
4. initiate a program to provide unassisted access into public buildings by handicapped persons, and street improvements to accommodate the special needs of the handicapped, as provided for in State Law.

Noise Element

1. Establish a committee to develop noise level standards for individual land use districts and to define minimum sound insulation levels to control sound transmission from within and outside of structures. The committee will also coordinate with the El Dorado County Airport Land Use Commission on matters concerning the Placerville Airport.
2. Develop an ordinance which will provide for management of nuisance type noises, such as barking dogs and construction noise.
3. Establish a program with the El Dorado County Fairgrounds to monitor noise produced from various sponsored events and consider methods to minimize the impacts of noise from this facility.

Land Use Element

1. Review and, if necessary, amend the City's zoning ordinance and map to insure that it is in conformance with the provisions of the Land Use Element.
2. Prepare a detailed inventory of the location, size, and capacities of existing water and sewer lines in the City, and develop a capital improvement plan for upgrading these facilities to adequately serve existing and future demands based on the 1995 land use pattern shown in the Land Use Element.
3. Prepare and adopt a resolution designating the City's cemeteries permanent open space.
4. Encourage the provision of well planned and adequately designed streets serving parcels created through lot splits.

Circulation and Scenic Highways Element

1. Initiate an in-depth study of traffic movement on major arterials, concentrating on Main Street, Broadway, and Placerville Drive to: 1) identify points of serious traffic congestion and safety hazards; 2) analyze traffic control alternatives, including those recommended in this General Plan, and select those most feasible for use at selected points.
2. To provide safe alternatives to automobile travel the City should: 1) initiate a study of public transit alternatives for the Placerville urban area including types and levels of service, funding sources, and organizational arrangements suitable to implement and administer a public transit system; 2) study pedestrian and bicycle movement to determine areas in need of separate pathways, and 3) seek and acquire funding to implement alternative transportation proposals. The City should coordinate with El Dorado County in these studies.
3. Update and revise the City's "select system" of streets to include new arterial and collector routes discussed in the Circulation Element, and prepare a Capital Improvement Program for new street construction and upgrading of existing streets.
4. Implement a means of regulating new private streets and improve conditions on existing private streets.
5. Adopt a resolution encouraging El Dorado County to continue negotiations with the Sacramento Regional Transit District to provide bus service to Placerville.

Scenic Highways

1. Officially adopt a City scenic roadway system (to be designated with appropriate signs), initially utilizing the scenic roads suggested in the General Plan.
2. Develop special signing, landscaping, and utility line ordinances for scenic route corridors.
3. Adopt a resolution encouraging El Dorado County to include scenic routes identified in the Placerville planning area in the County Scenic Highways Element.
4. Establish a procedure for the ongoing review and designation of scenic routes in the City.

The 1974 comprehensive General Plan was the City's official development guide between its adoption in 1974 and the 1987 General Plan Update, which supersedes all pre-existing general plan elements.

The only major revision to the 1974 General Plan was the 1983 Housing Element. The 1983 Housing Element which was jointly prepared by the Placerville Planning Department and Environmental Management Consultants of Monterey.

The element contained a housing plan which outlined the City's housing goals and objectives and set policies in six areas: 1) residential opportunities and development; 2) affordability; 3) housing preservation; 4) special housing needs/accessible housing; 5) interjurisdictional

cooperation and coordination; and 6) energy conservation. The plan also outlines 36 housing programs which address various issues in each of the above six areas. The adopted policies are as follows:

Residential Opportunities and Development

1. Encourage production of new residential units that provides a choice in housing type, density, cost and tenure, to meet the housing needs of all economic segments of the community, regardless of race, sex, marital status, physical condition, age or family size.
2. Encourage a variety of housing types within Housing Expansion Areas, particularly small-sized manufactured homes, multi-family dwellings and rental units.
3. Encourage a continually expanding supply of ownership and rental housing for existing and future City residents.
4. Ensure provision of urban services for future residential development.

Affordability

5. Encourage the production of affordable rental and ownership housing for low and moderate income households.
6. Encourage and promote innovative housing development plans that will help to increase the number of affordable housing units, such as the use of planned developments and specific plans.
7. Encourage participation of the private sector in attaining affordable housing goals.
8. Continue and expand the use of federal and State housing assistance programs.
9. Ensure provision of adequate sites for future affordable housing.

Housing Preservation

10. Enhance livability of existing residential units by assuring that all housing units provide healthy and safe environments.
11. Encourage rehabilitation of deteriorating units while maintaining their affordability.

Special Housing Needs/Accessible Housing

12. Promote fair housing practices.
13. Encourage provision of housing opportunities for those residents of the City who have special housing needs, such as small families and the elderly.

Interjurisdictional Cooperation and Coordination

14. Participate in and coordinate intergovernmental agency efforts which address housing issues.

Energy Conservation

15. Regulate the use of land to minimize energy consumption and maximize the efficiency of energy consumed.
16. Work with other local, state, and federal agencies, public utilities, and community organizations to implement energy conservation and longer range renewable energy development programs.

1982 Redevelopment Efforts

In 1984, the City completed a redevelopment plan for downtown and proposed establishment of a redevelopment agency. The plan contained a detailed capital improvement plan that would have extended over a 45 year time frame and detailed analyses of downtown urban design issues and circulation problems. Because of some isolated community opposition to actions proposed by the plan, however, it was not adopted by the City Council. It nonetheless contained a great deal of useful information and identified several meaningful development concepts.

ZONING

According to state law, cities and counties have broad latitude in establishing zoning standards and procedures. Outside of a general requirement for open space zoning and several special requirements governing residential zoning, state law only broadly establishes the scope of zoning regulation and sets only minimum standards for the adoption and administration of zoning. There is, however, a requirement that zoning be consistent with the adopted general plan.

The Placerville Zoning Ordinance, originally adopted in 1961, has been amended numerous times over the years. The most recent comprehensive revision was done in 1986. One of the major problems with the existing zoning ordinance is the numerous inconsistencies of zoning with General Plan land use designations.

The following sections summarize the structure of the current (1986) Placerville Zoning Ordinance. Zone classifications are listed in order, from the most restrictive to the least restrictive.

Open Space (OS)

The OS zone was established to set aside and protect those areas whose primary purpose is to be open space, either by nature or by design. Lots in the OS zone must be a minimum of 4,000 square feet; maximum building coverage is limited to 35 percent; and building height must not exceed thirty feet in residential buildings and sixty feet in public or commercial buildings. The following uses are permitted by right:

- Natural Area
- Parks
- Golf Courses

- Playgrounds
- Agricultural uses
- Accessory buildings and accessory uses
- Cemetery
- Water ways and basins

All other uses deemed consistent and compatible with the intent and purposes of the OS zone are permitted with a conditional use permit.

Estate Residential (RE)

The RE zone was established to provide rural residential opportunities in areas served only by limited public utilities and facilities as well as to protect and preserve open space and recreation qualities. Minimum parcel size in the RE zone is five acres, with one unit per parcel allowed. Single family homes (with guest houses) and a range of agricultural uses are allowed in the RE zone by right. Several other uses are allowed with conditional use permits.

Single Family Acre Residential Zone (R-1A)

The R-1A zone is intended to provide opportunities for low-density suburban residential development. The R-1A zone allows a minimum parcel area of one acre with a maximum of one dwelling unit (covering a maximum of 35 percent of the parcel) per acre. The zone allows single family dwellings and limited livestock housing.

Single Family Residential Zones (R-1 20,000, R-1 10,000, R-1 6,000)

Three R-1 zones are provided to allow single family residential opportunities at various densities. Minimum lot sizes for parcels with one unit are, as implied by the zone designations, 20,000, 10,000, and 6,000 square feet, respectively. Minimum building coverage for each of the R-1 zones is 35 percent and single family homes are the only use allowed by right. Several other uses are allowed by conditional use permit.

Limited Multi-Family Residential Zone (R-2)

The R-2 zone was established to provide opportunities for medium density residential development such as duplexes and garden apartments. This zone allows both single and multi-family units, public parks or playgrounds, golf courses, cemeteries, and various forms of attached single-family dwellings with accessory uses. The minimum parcel area per dwelling unit is 2,000 square feet and no more than 60 percent of the total lot may be covered.

Multi-Family Residential Zone (RM)

RM is the city's highest density residential classification; it is intended to accommodate high rise apartment complexes. With a few exceptions, the allowed uses and the land and structure regulations for the RM zone are the same as for the R-2 zone.

Mobilehome Park Zone (MP)

The MP zone was established for the development of mobilehome parks within the city and the placement of mobilehomes within such parks. The minimum area for mobilehome parks

is ten acres and the maximum overall density is six units per acre. In addition, a minimum of 20 percent of the total site area is to be devoted to community activity and service facilities. No uses are allowed by right; mobilehomes can be placed only with a use permit. The Zoning Ordinance also contains numerous detailed provisions pertaining to yards and setbacks, parking, landscaping, street widths, and fences.

Tourist Residential Zone (RT)

The RT zone is designed to accommodate and serve the needs of vacationers and travelers. Allowed uses are basically the same as in the multi-family zones with the addition of hotels and motels. The minimum parcel size allowed in the RT zone is 6,000 square feet and the maximum building coverage is 50 percent.

Commercial Zone (C)

The C zone was established to provide for well-planned retail sales and services, entertainment, and other light commercial activities to serve the residents of the community. Several uses are allowed by right in the C zone. Among these are professional and business offices, banks, studios, places of entertainment, retail services, and eating or drinking establishments. Motels and hotels are also allowed, subject to the land and structure regulations of the RT zone. In addition, places of worship, schools, parks, playgrounds, golf courses, cemeteries, and hospitals are permitted. The C zone also allows public utilities and fire stations, and single and multiple family residential dwellings are allowed either above or below ground floor development. Other uses are allowed by conditional use permit. The minimum parcel area in the C zone is 6,000 square feet and the maximum building coverage is 60 percent, except on parcels within the parking district, which may have 100 percent coverage.

General Commercial Zone (CG)

The CG zone was established to provide for the development of well planned heavy commercial, industrial, and service facilities. The zone allows numerous uses by right, including bulk storage; wholesale sales; packing plants; and truck, bus, taxi, and rail terminals. Manufacturing, processing, services, and research activities are permitted, provided they create no nuisance. In addition, animal clinics, gas stations, car sales and service operations, offices, retail establishments, trade schools, and single housing units for persons employed on site are permitted uses. Other uses are allowed by conditional use permit. Minimum parcel area in the CG zone is 6,000 square feet and maximum building coverage is 60 percent.

Planned Development Zone (PD)

The PD zone was established to allow the application of modern planning and development techniques and to effect more efficient use of land within the city. The primary purpose of the zone is to allow development not otherwise conforming to City regulations because of either design or topography. Consequently, any land within in the city may be reclassified to PD. While the PD zone is the City's most flexible in terms of allowable uses, it also entails the most City control and requires the most rigorous development standards and review procedures. There are no expressly permitted or prohibited uses in PD zones and land and structure regulations are project specific.

Business-Professional Zone (BP)

The Business-Professional zone provides for the development of professional offices and facilities devoted to professional uses. Hospitals and their associated services are also allowed, as are public buildings and facilities. Several uses associated with business and professional activities are allowed by conditional use permit. Single-family dwellings, industrial uses, combined residential/non-residential developments, and retail-commercial uses not expressly permitted are prohibited. Minimum parcel size in the Business-Professional zone is 6,000 square feet. All buildings are subject to site plan review and may cover no more than 60 percent of the site. Development in this zone is also subject to numerous other standards and review requirements.

Public Facilities Zone (PF)

The PF zone is intended to provide for those uses and activities customarily conducted by government agencies and philanthropic nonprofit organizations. Accordingly, uses allowed by right are buildings and structures supporting and associated with government and nonprofit activities. Other uses deemed compatible by the planning commission are also permitted. The minimum lot size for PF lots is 6,000 square feet and the maximum building coverage is 60 percent of the site.

Figure I-3 shows the existing (October 1986) zoning within the city limits.

EXISTING LAND USE

In September 1986, the Placerville Planning Department completed a survey of existing land use within the city limits (4,612 acres or 7.2 square miles) and within the City's adopted sphere of influence (2,563 acres or 4 square miles). Planning staff also calculated the number of acres falling into each land use category. Tables I-1 and I-2 show the breakdowns of acreage for the city alone and for the unincorporated sphere of influence as distributed among the various land use categories.

As the tables indicate, 48.4 percent of the city's land is vacant and 48.0 percent of the land in the sphere of influence is vacant. Because of the city's topographic constraints, much of this vacant land is precluded from development.

Among developed uses, single-family residential uses occupy the most land (56 percent of the developed land in the city and 81 percent within the sphere). Within the city, one of the least common land uses is multi-family housing, with about 105 acres (6 percent of the developed land). Multi-family uses constitute under 2 percent (2.2 acres) of the uses in the unincorporated sphere.

Of the non-residential categories, commercial is the most abundant in the city, with about 300 acres, 209 of which fall into the retail category. There are no identified industrial uses within the city, but there are 44 acres in the unincorporated sphere.

Figure I-4 shows existing land uses throughout the study area as identified in the September 1986 survey.

CITY OF PLACERVILLE
General Plan

EXISTING ZONING
October 1986

LEGEND
City Limits
Property Lines
Roads/Rail
Water

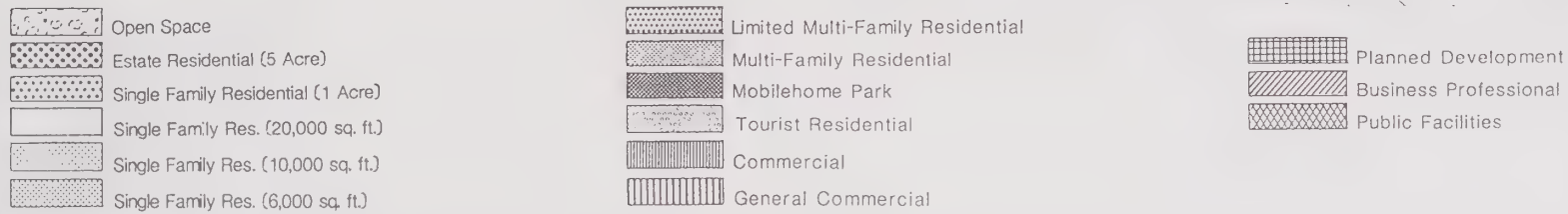
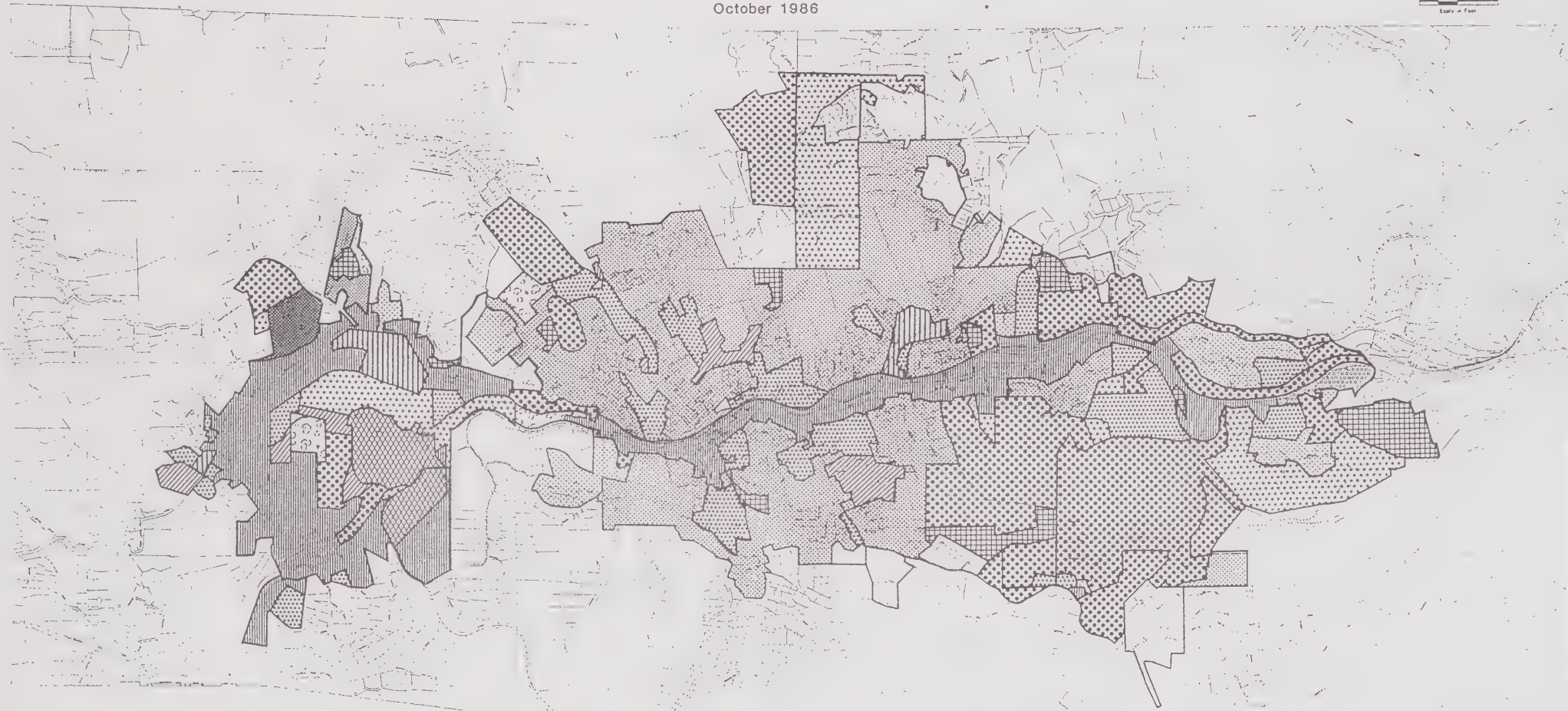
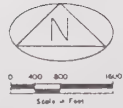
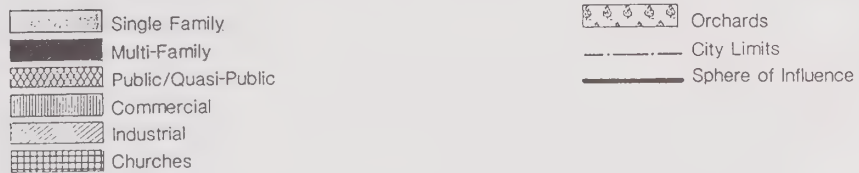


Figure I-3

CITY OF PLACERVILLE
General Plan

EXISTING LAND USE
September 1986



Source: City of Placerville Planning Dept., Sept. 1986

Figure I-4

TABLE I-1**EXISTING LAND USE IN THE UNINCORPORATED SPHERE OF INFLUENCE
September 1986**

CATEGORY	ACRES	PERCENTAGE OF TOTAL
Vacant	1,230.4	48.0
Single-Family	1,076.7	42.0
Multi-Family	2.2	0.1
Trailer Parks	16.5	0.6
Commercial	22.7	0.9
Industrial	44.0	1.7
Airport	140.0	5.4
School	1.1	0.1
Church	2.9	0.1
EID Ponds	4.0	0.2
Sewer Plant	22.0	0.9
TOTAL	2,562.5	100.0

Source: City of Placerville Planning Department

TABLE I-2
EXISTING LAND USE WITHIN THE CITY
September 1986

CATEGORY	ACRES	PERCENTAGE OF TOTAL
Vacant	1,642.9	48.4
Single-Family	985.0	29.0
Multi-Family	104.8	3.1
Trailer Park	26.0	0.8
Commercial		
Retail	208.8	6.2
Heavy	51.1	1.5
Office	39.1	1.2
Schools		
Elementary	44.7	1.3
High School	18.9	0.6
College	20.0	0.6
Parks	112.5	3.3
Golf Course	17.1	0.5
Cemetery	24.5	0.7
Fairgrounds	32.5	1.0
County Offices	58.0	1.7
Water Plant and Ponds	6.1	0.2
TOTAL	3,392.0	100.0

Source: City of Placerville Planning Department

LOCAL AGENCY FORMATION COMMISSION (LAFCO) AND SPHERE OF INFLUENCE (SOI)

The 1963 Knox-Nisbet Act, which was superseded by new legislation, created local agency formation commissions (LAFCOs) in each county in California to regulate the organization and extension of services provided by cities and special districts. The Act declares that "among the purposes of the commission are the discouragement of urban sprawl and encouragement of the orderly formation and development of local agencies based upon local conditions and circumstances. One of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county development of local agencies so as to advantageously provide for the present and future needs of each county and its communities" (Government Code Section 56301). In meeting these responsibilities, each LAFCO is required "to review and approve or disapprove, with or without amendments, wholly, partially, or conditionally, proposals for changes of organization or reorganization" (Government Code Section 56475 (a)).

According to Section 556201 of the Government Code, "change of organization" means any of the following:

- A city incorporation
- A district formation
- An annexation to, or detachment from, a city or district
- A disincorporation of a city
- A district dissolution
- A consolidation of cities or special districts
- A merger or establishment of a subsidiary district

The special districts that fall under LAFCO jurisdiction are defined in Government Code Section 56036. School districts and redevelopment agencies, among others, are not included within this definition and are, therefore, not subject to LAFCO review.

In addition to the regulatory responsibilities of LAFCO, the commission is empowered to initiate and to make studies of existing governmental agencies. These studies include, but are not limited to, inventorying local agencies and determining their maximum service areas and service capabilities.

As the basis in part for making decisions about organizational changes and annexations, LAFCO must adopt a sphere of influence for each local agency subject to LAFCO regulation. The Cortese/Knox Act defines a sphere of influence as "a plan for the probable ultimate physical boundaries and service area of a local agency" (Government Code Section 56076). In practice, "ultimate" is typically defined as 20 years. This includes the identification of "Urban Service Area" boundaries which identify areas within a city's sphere of influence which are served by urban facilities, utilities, and services or which are proposed to be served during the first five years of an adopted capital improvement program. These boundaries shall be adopted in cooperation with the affected cities. Annexations by the affected city of land which falls within an identified 'urban service area boundary' may not be denied by the LAFCO which adopts the boundaries.

In determining the sphere of influence for each local agency, the LAFCO must consider and prepare a written statement of its determinations with respect to each of the following:

1. The present and planned land uses in the area, including agricultural and open space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and the adequacy of services which the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (Government Code Section 56425).

Once these spheres are adopted, LAFCO decisions must be consistent with applicable spheres (Government Code Section 56377.5). This means that LAFCO may not approve city annexations outside the adopted sphere of influence for the city.

In May of 1980, Ralph Andersen and Associates of Sacramento completed a City-commissioned Sphere of Influence (SOI) Study for Placerville. The El Dorado County LAFCO adopted the SOI in 1980. The study included a fiscal impact analysis examining the economic feasibility of annexing the total sphere. The analysis concluded that such annexation would result in a deficit

in terms of revenues generated versus expenditures required. The study does not, however, contain the sort of detailed information which would allow for a sufficient analysis of annexation proposals. Neither does the study identify an urban service area for the City of Placerville. Figure I-2 shows the adopted SOI for Placerville.

ANNEXATION HISTORY AND POLICY

The City of Placerville does not have a formal annexation policy, and annexation proposals have been considered on a case-by-case basis. The primary incentive for annexation has been City-provided sewer service.

From a financial standpoint, the City has little incentive to annex unincorporated properties. This is because, following the passage of Proposition 13, the City negotiated with El Dorado County a distribution formula for property tax revenues that largely perpetuated the pre-Proposition 13 distribution of tax revenues. As a result, the City receives no additional property tax revenues until the property changes owners or new construction takes place. In these cases, the City receives 20 percent of the increased revenues. The City is thus discouraged from annexing developed land, because increases in property valuation are less likely. On the other hand, the City has an incentive for annexing undeveloped land, because improvements on the land constitute the primary value for taxation purposes.

Placerville has not, therefore, pursued annexations aggressively. In fact, the City has had only two annexations since 1975 which have been protested by property owners.

Figure I-5 shows historical annexation activity in Placerville.

COUNTY PLANNING AND LAND USE REGULATION

The El Dorado County General Plan and Zoning Ordinance regulate land use and development within the unincorporated study area. The County's plan has evolved piecemeal and is fragmented into several area plans. For the purposes of the Placerville General Plan, the most important of these are the Placerville Periphery Area Plan (adopted in 1982) and the Camino-Fruitridge Area Plan (adopted in 1978). These plans cover much of the city's sphere of influence.

The predominant land uses identified by El Dorado County for the Placerville area are medium density residential and agricultural. There have been some discrepancies between the land use designations identified in the County's plans and those preferred by the City of Placerville. The most important of these are in the areas immediately adjacent to the city limits, where the County has designated land for less intensive land uses than the City would prefer.

MAJOR REGIONAL DEVELOPMENTS AFFECTING PLACERVILLE

There are several regional developments which affect Placerville. The most important of these are summarized below.

SOFAR Development

The SOFAR Development is a multipurpose water and hydroelectric project in the South Fork American River Watershed near Placerville. The project will produce an average of 470 million kilowatt hours of electricity per year and an annual firm yield of approximately 30,000 acre-feet of water for consumptive use on the west slope of El Dorado County. In addition, the project will

ANNEXATION HISTORY



- Original Townsite
- Pre-1950 Annexations
- 1950-1959
- 1960-1969
- 1970-1979
- 1980-Present

Source: City of Placerville Planning Dept.

Figure I-5

include recreational facilities and measures to protect fisheries, wildlife, scenic, and other environmental values.

The SOFAR Project is primarily a county issue, but it will be contributing to water and electricity services provided to the City of Placerville through the El Dorado Irrigation District and Pacific Gas and Electric.

Growth Pressure from the Sacramento Valley

The effects of growth in the Sacramento Valley have become a significant planning issue for Placerville. While the western slope has for years been a favored location for Sacramento workers seeking a rural-mountain living environment, Placerville has, for most, been too distant. As development in the Sacramento Valley has crept eastward along the Highway 50 corridor, however, the commute has become more manageable and workers have begun to look to Placerville for residential opportunities. Industrial growth in the Folsom area, for instance, has generated jobs for workers who may wish to locate in the Placerville area.

Growth in demand for residential uses in the area will not be the only effect of development in the valley and on the lower western slope. Commercial development associated with such growth will also cut into Placerville's previously very isolated market.

FINDINGS

- While the 1974 General Plan was comprehensive and generally adequate when it was adopted, conditions in the Placerville area have changed substantially since 1974. Additionally, change to state planning law requirements and case law have established higher standards for adequacy than was the case in 1974. As a consequence, the Placerville General Plan needs to be comprehensively revised to meet these new mandates.
- There are numerous inconsistencies between current zoning and the 1974 General Plan land use diagram and standards.
- There is a substantial amount of vacant land both within incorporated Placerville and within the Placerville Sphere of Influence. Much of this vacant land, however, is limited in development potential by steep terrain.
- Growth in the Sacramento Valley and on the lower western slope will continue to move toward Placerville, thus affecting the local demand for various types of land use.
- There are discrepancies between land uses identified in the El Dorado County General Plan for the area immediately adjacent to the city limits and those identified in the City's General Plan. Specifically, the City has identified these areas for more intensive uses than the County has.

INFORMATION SOURCES

- 1 *The Placerville Periphery Area Plan*, El Dorado County Planning Department, March 1982.
- 2 *Draft Camino/Fruitridge Area Plan*, El Dorado County Planning Department, March 1985.
- 3 *The Long Range Land Use Plan: A Guide to Year 2000*, El Dorado County Planning Department, April 1973.
- 4 *General Plan*, City of Placerville, July 1974.
- 5 *Housing Element of the General Plan*, City of Placerville Planning Department and Environmental Management Consultants, February 1982.
- 6 *Sphere of Influence and Fiscal Impact Analysis*, City of Placerville, Ralph Andersen and Associates, May 1980.
- 7 *City of Placerville Zoning Ordinance*, City of Placerville.
- 8 City of Placerville Planning Department, *Survey of Existing Land Uses*, September 1986.
- 9 *Cortese/Knox Local Government Reorganization Act of 1985*, California State Assembly, Local Government Committee, October 1985.
- 10 *General Plan*, City of Placerville, 1962.
- 11 *General Plan Housing Element*, City of Placerville, 1972.
- 12 *Open Space and Conservation Element*, City of Placerville, 1973.
- 13 *General and Seismic Safety, Noise, Land Use, and Circulation and Scenic Highway Elements*, City of Placerville, 1974.
- 14 *Draft Report to Placerville City Council on the Proposed Redevelopment Plan for the Placerville Redevelopment Project*, City of Placerville Planning Staff, February 1984.
- 15 Conrad Montgomery, City Planner, City of Placerville.

II. HOUSING

CHAPTER II

HOUSING

INTRODUCTION

Under the requirements of State law, every city and county must prepare a housing element as part of its general plan. The housing element must document in detail the existing housing stock and its conditions and existing and projected housing needs. Responding to these requirements, this chapter profiles the existing housing stock, assesses existing and projected needs, analyzes resources available to meet these needs, and reviews governmental and non-governmental constraints on the production of affordable housing.

HOUSING STOCK PROFILE

Housing Stock Growth and Composition

Between 1970 and 1980, the number of housing units in Placerville increased by about 35.6 percent, from 2,180 to 2,955 units. Between 1980 and 1988, the number of units increased another 19.2 percent to 3,522. As of January 1988, single family homes accounted for 65.4 percent of the total units, with the remaining 35.6 percent distributed among two to four unit structures (10.0 percent), multi-family developments of five or more units (19.8 percent), and mobilehomes (4.3 percent). Table II-1 shows how Placerville's housing stock composition has changed since 1970.

TABLE II-1
NUMBER AND TYPE OF DWELLING UNITS
Placerville
1970-1988

<u>Year</u>	<u>Total</u>	<u>Single Family</u>	<u>% of Total</u>	<u>2-4 Units</u>	<u>% of Total</u>	<u>5+ Units</u>	<u>% of Total</u>	<u>Mobile- homes</u>	<u>% of Total</u>
1970	2,180	1,757	80.6%	274	12.6%	141	6.5%	8	0.4%
1975	2,369	1,786	75.4%	347	14.6%	212	8.9%	224	9.5%
1980	2,955	2,089	70.7%	317	10.7%	405	13.7%	144	4.9%
1981	2,978	2,112	70.9%	317	10.6%	405	13.6%	141	4.8%
1982	3,048	2,137	70.1%	317	10.4%	453	14.9%	141	4.6%
1983	3,070	2,153	70.1%	319	10.4%	453	14.8%	145	4.7%
1984	3,143	2,184	69.5%	321	10.2%	491	15.6%	147	4.7%
1985	3,170	2,206	69.6%	324	10.2%	491	15.5%	149	4.7%
1986	3,215	2,236	69.5%	338	10.5%	491	15.3%	150	4.7%
1987	3,410	2,280	66.9%	350	10.3%	630	18.5%	150	4.4%
1988	3,522	2,322	65.4%	352	10.0%	696	19.8%	152	4.3%

Sources: U.S. Census, 1970, 1980; California Department of Finance, Special Census, 1975; California Department of Finance, Annual Estimates, 1981-1988.

Table II-2 compares Placerville's population and housing stock growth rates between 1970 and 1988. As the table indicates, Placerville's housing stock has grown faster than population, particularly during the 1970s, reflecting a declining average household size. Table II-2 also shows that Placerville's housing construction rate rose dramatically during the second half of the 1970s, increasing by nearly 200 percent over the construction rate of the early 1970s.

TABLE II-2**POPULATION AND HOUSING UNIT GROWTH: ANNUAL PERCENTAGES
Placerville
1970-1988**

	<u>1970-75</u>	<u>1975-80</u>	<u>1970-1980</u>	<u>1980-1988</u>
Population Growth	1.5%	3.2%	2.4%	2.1%
Housing Unit Growth	1.7%	4.9%	3.6%	2.2%

Sources: U.S. Census, 1970, 1980; California Department of Finance, Special Census, 1975; California Department of Finance, Annual Estimates, 1981-1988.

According to the 1980 Census, in 1980, Placerville had a total of 2,778 households. The largest proportion (52.7 percent) were households of two or more persons with married couples. One person households made up 28.5 percent of all households, and female-headed households of two or more persons constituted 10.8 percent of all households. Non-family households made up 5.5 percent of the total.

As of January 1988, there were 3,275 households in Placerville, according to California Department of Finance estimates. This indicates a 17.9 percent increase in the number of households in the city from 1980 to 1988.

In recent years, there has been a growing concern regarding the need to diversify housing types within the city. There appears to be an increasing need for construction of smaller units, both ownership and rentals, to accommodate the needs of senior citizens, single residents, young married couples, and small families. Studios and one-bedroom apartments are in demand for renters, as well as two-bedroom units for owners.

Housing Tenure

Tenure refers to the distinction between owner and rental households or housing units. The ratio of renters to owners within the city remained nearly the same between 1970 and 1975. In 1970, the renter-to-owner ratio was 44 percent to 56 percent. In 1975, renter-occupied housing constituted approximately 42 percent of the city's total housing stock, while renters made up 58 percent. In addition, approximately 5 percent of the city's population in 1975 lived in group quarters, the majority of which were convalescent homes. According to the 1980 Census, the renter-to-owner ratio in Placerville was 45 percent to 55 percent.

Generally, Americans prefer single family home ownership to renting. Very few people, however, can afford to purchase a home in Placerville due to the low average income in the city and high housing costs. As a result, more persons are forced to stay in the rental market and the demand for rental housing is increasing.

Vacancy Rates

The vacancy rate can be used both as an indicator of unused housing stock and as a measure of consumer opportunity for mobility and choice in living conditions. The gross vacancy rate as tabulated for the census is a measure of vacant year-round units as a percentage of the total stock of year-round units. In 1970, Placerville had an estimated vacancy rate of four percent. Of the vacant units, 35 percent were for sale and 65 percent were for rent. In 1980, approximately six percent of the city's total housing units were vacant. Only 29 percent of these vacant units, however, were for rent and 31 percent were for sale. The remaining vacant units were either under construction, held for occasional use, or uninhabitable.

Placerville's estimated overall vacancy rate in January 1988 was about seven percent, according to the California Department of Finance. The vacancy rate for rental housing, however, appears to remain low. During the early 1980s, part of the problem was the reduction in construction of apartments and rental housing, due largely to financial and economic constraints that were common at the time. Even with the recent increase in the production of apartments and other rental units, the vacancy rate has remained low, as these new units are being occupied soon after completion. The rental housing supply is further restricted by the fact that many people are staying longer in the rental market because they cannot afford the cost of ownership housing.

Household Size and Overcrowding

The average household size in Placerville decreased between 1970 and 1980 from 2.6 to 2.3 persons per household and was 2.3 as of January 1988. In 1970, 27 percent of the city's households were occupied by single persons. The majority of households at that time (68 percent) ranged between two and five persons, while five percent contained six or more persons.

An overcrowded housing unit is defined as one in which more than one person per room (excluding bathrooms and kitchens) reside. According to the 1980 Census, 67 housing units in Placerville were overcrowded, representing approximately 2.3 percent of the total occupied dwelling units. In Placerville, overcrowded households are the result, to some extent, of children staying at home--sometimes after they have married--because they are unable to find affordable housing.

Housing Age and Condition

According to the 1980 Census, 758 of Placerville's housing units had been built before 1940, representing over a quarter of the total housing stock. Statewide, only about 15 percent of the total units had been built before 1940 and countywide the total stood at about six percent (under five percent not counting Placerville).

Because of the advanced age of housing in the city, the overall condition of the stock is relatively poor. In March 1985, a City-commissioned survey identified 1,687 out of 3,143 units as being of substandard quality according to standards set by the U.S. Department of Housing and Urban Development. Another 41 needed to be replaced.

Following the tabulation of the Housing Condition Survey, the City mailed questionnaires to 1,041 of the households which were identified as residing in substandard units. The 503 responses were categorized according to income level and nearly half of the respondents fell into low- and moderate-income groups. Seventy-two percent of these units were owner-occupied and the remainder were renter-occupied.

Placerville's high percentage of substandard units with low-income residents has qualified the City to participate in three recent housing rehabilitation loan programs. The first was a 1984 HUD-sponsored \$400,000 grant which authorized the City to offer low-interest loans for rehabilitation of homes in the neighborhood bounded roughly by Highway 50, Coleman Street, Bedford Avenue, and Clay Street. Thirty units were assisted through this program.

In 1985, the City received a \$600,000 Community Development Block Grant (CDBG) from the California Department of Housing and Community Development (HCD). The City set aside a portion of this grant to offer low-interest rehabilitation loans to city residents and 26 households were assisted.

Placerville received another CDBG from HCD in 1986. This grant was for \$300,000 and ten units were assisted through low-interest loans offered from this allocation.

The stated intent of the City's Housing Rehabilitation Program is "to assure a living unit with a healthful environment and complete living facilities, arranged and equipped for suitable and desirable living conditions," and "to correct all existing deficiencies in a dwelling which affect safety and livability for the occupants and which, if not corrected, will allow the building to deteriorate to the point where it will not meet minimum standards for use as a living unit."

The City's Housing Rehabilitation Program offers low interest and deferred loans for three categories of housing/housing tenure: single-family owner occupied, multi-family owner occupied, and multi-family investor-owner. The following loans and terms are available to those who meet the eligibility criteria.

Single-Family Owner Occupied

- 3 percent deferred payment loan, secured by note and deed of trust.
- 5 percent payment loan, secured by note and deed of trust, with a term of 240 months.
- Maximum loan amount is \$30,000

Multi-Family Owner Occupied

- 3 percent deferred payment loan, secured by note and deed of trust. Under terms of the agreement, rents must remain at pre-loan application levels for one year. After the first year, rents may be increased once annually by an amount not greater than the percentage increase in median income.
- 5 percent payment loan, secured by note and deed of trust, with a term of 180 months. Rent restrictions are the same as the 3 percent deferred loan.
- Maximum loan amount is \$30,000 for owner's unit, \$15,000 each additional unit, anticipated average cost is \$10,000 per unit

Multi-Family (Rental Property) Investor-Owner

- Below Market Interest Rate (BMIR) payment loan. Interest rate is adjusted to 3 percentage points below the current lowest prime lending rate. Loan is secured by note and deed of trust, with a term of 180 months. The rent regulatory agreement shall include the same terms as previously described.
- Maximum loan of \$15,000 per unit, anticipated average cost of \$10,000 per unit

Income eligibility requirements to qualify for low-interest loans vary by each program. In 1989, to be eligible, owners (occupants) must have a total gross income which does not exceed the targeted income per family size for El Dorado County, as shown below. In addition, investor-owners must have a majority of existing tenants whose total gross incomes do not exceed the targeted income per family shown below to be eligible.

NUMBER OF PERSONS IN FAMILY							
<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>
\$20,250	\$23,100	\$26,000	\$28,900	\$30,700	\$32,500	\$34,350	\$36,150

To qualify for the five-year, deferred loan at three percent simple interest, owners (occupants) must have 1989 gross incomes at or below the lowest targeted income, per family size, for El Dorado County, as shown below.

NUMBER OF PERSONS IN FAMILY							
<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>
\$12,650	\$14,450	\$16,250	\$18,050	\$19,500	\$20,950	\$22,400	\$23,850

The City uses the following criteria to determine the scope and eligibility of rehabilitation work:

- U.S. Department of Housing and Urban Development (HUD) Health and Safety Standards, Code Sections 33031 and 33032
- HUD Section 8 Existing Housing Quality Standards
- HUD Section 312 Rehabilitation Manual Recommendations establishing policy decisions on room additions relating to the number of persons in the household, and the age and gender of household members.
- The following codes and guidelines as they relate to existing housing and replacement of or repairs to existing structures: Uniform Building Code, Uniform Mechanical Code, Uniform Plumbing Code, National Electrical Code, Uniform Housing Code, HCD's Residential Rehabilitation Guidelines, HUD's Applying the Cost-Effective Energy Standards in Rehabilitation Projects.

Priorities for the housing rehabilitation programs are listed in order of priority as follows: sound roofing, adequate heating system, adequate and safe plumbing, safe electrical service, repair of exterior surfaces, adequate foundation and floor support, sound structural components, removal of threat of water penetration, adequate kitchen facilities, adequate rain-carrying system, termite

and pest inspection and fumigation, adequate domestic hot water system, repair of interior surfaces, provision of sufficient storage space, weatherproofing, weather tightening of openings, fire safety, and removal of health hazards.

Housing Costs

The cost of housing has become a critical issue in California. Since the late 1970s, the statewide housing market has experienced dramatic price increases. The general increase is primarily attributable to changes in state tax law brought about by Proposition 13, but many housing markets in California (particularly in the Bay Area and in Los Angeles) have also seen rapid inflation of housing costs because of increasingly limited supplies of land suitable (or available) for residential development.

Between 1970 and 1980 the median price for a single family dwelling in Placerville increased from approximately \$26,700 to \$65,200, or by about 144 percent. Median rents also increased during the same period, from \$80 in 1970 to between \$200 and \$350 in 1980, representing at least a 150 percent increase. Yet, during the same time, annual median incomes within the city increased by only an estimated 14 percent, and have not kept pace with rising housing costs for the average resident of Placerville.

According to the El Dorado County Board of Realtors, during the first three quarters of 1985, 31 three-bedroom homes on lots smaller than an acre were sold in the Placerville area. The average selling price of these homes was \$78,288. For three-bedroom homes on lots of an acre or larger, the average price for 29 sales was \$102,132. For two-bedroom homes, the average selling price was \$64,071 for 21 homes on lots smaller than an acre and \$82,650 for 10 homes on lots of an acre or more. The overall averages were \$89,813 for three-bedroom homes and \$70,064 for two-bedroom homes.

As of 1989, housing costs are substantially higher. The average cost of a new three-bedroom unit in Placerville is estimated to be around \$150,000 (see section on non-governmental constraints). Assuming a 10 percent down payment and a 10 percent interest rate, a household income of between \$45,000 and \$60,000 would be required to purchase a home at this price.

The cost of a resale unit would probably be substantially lower than the overall average selling price.

While there are no reliable statistics available, housing in Placerville appears to be renting for relatively high rates. This is probably due to the relative scarcity of multi-family units and the low vacancy rate for such units in Placerville.

Housing Overpayment

Overpayment is defined as paying 25 percent or more of a household's income for housing. According the California Department of Housing and Community Development's methodology for calculating overpayment, 760 of Placerville's 1,399 lower income (below 80 percent of the county median) households were overpaying for housing in 1980. This represented 56.8 percent of the city's lower income households. Of those household overpaying, 544 were renters and 216 were homeowners, representing 45.3 and 16.6 percent of the city's low income renters and owners, respectively.

The city's median income has traditionally been lower than that of the county as a whole, with over 35 percent of all households being considered lower income. Rising housing costs effectively shut out many families from the housing ownership market, keep more people in the rental market, cause others to pay too high a percentage of their income for housing costs, and cause overcrowding when households have to double up in order to meet housing expenses.

HOUSING NEEDS

Under the State housing element requirement, housing needs are defined in three categories: existing needs, projected needs over a five-year period, and special needs. As detailed in previous sections of this chapter, based on the most current information available, existing housing needs in Placerville have been identified and summarized as follows:

- Overcrowding (1980)
67 overcrowded units (2.3 percent)
- Substandard Units (1985)
1,687 units needing rehabilitation (53.6 percent)
41 units needing replacement (1.3 percent)
- Overpayment (1980)
216 lower-income owner households overpaying (16.6 percent)
544 lower-income renter households overpaying (45.3 percent)

Projected housing needs are the total additional units needed to accommodate the projected population in five years in units that are affordable, in standard condition, and not overcrowded. Projected needs, therefore, include the needs of existing residents as well as the needs of the additional households expected five years hence.

Special housing needs focus on the needs of subgroups within the population with special housing requirements. The State requires that all housing elements address the needs of the elderly, the disabled, large families, farmworkers, households headed by single females, and families and persons in need of emergency shelter and transitional housing.

Placerville's Fair Share of Projected Regional Housing Needs

State housing element law requires that every jurisdiction identify adequate sites for housing and plan for the provision of housing for the existing and projected needs of all economic segments of the community. To assist cities and counties, the state has assigned each regional Council of Governments (COG) the responsibility for determining existing and projected housing needs for each jurisdiction within its geographic area.

In March 1984, a Regional Housing Allocation Plan (RHAP) was adopted by the Sierra Planning Organization (SPO). The plan covered the period from 1983 through July 1, 1990. SPO's housing needs allocation for Placerville is divided among the four income groups as follows:

- 33 percent very-low-income (0 to 50 percent of County median income)
- 18 percent are low-income (51 to 80 percent of County median income)
- 24 percent are moderate-income (81 to 120 percent of County median income)
- 25 percent are above-moderate-income (over 120 percent of County median income).

By applying this distribution to the projected 1990 population, SPO determined the number of housing units in each income category needed by 1990.

As previously mandated by state law, jurisdictions within the SPO region were to update their housing elements by July 1990. As a result of AB 3618 (Chapter 208, Statutes of 1984), however, the next scheduled update for cities in the SPO region is July 1, 1992. Placerville, therefore had the option of extending its housing element planning period to 1992. The California Department of Housing and Community Development (HCD) determined Placerville's 1992 housing needs by extrapolating the city's 1990 share of total county population (6.62%), as indicated in the RHAP, to 1992 county population estimates.

HCD determined that Placerville's 1992 fair share of regional housing needs totals 3,530 households. To calculate the total housing units needed in 1992 to accommodate 3,530 households, HCD factored in a two percent vacancy rate for owner stock and a six percent vacancy rate for rental stock, and applied it to the 1980 owner-to-renter ratio (55 to 45 percent). In addition, an additional 2.4 percent vacancy rate was applied to the entire household need. This will allow construction of an adequate number of housing units in order to provide a range of housing choices and a healthy housing market. Using this methodology, HCD estimated that 3,761 total housing units will be needed in Placerville by 1992. The methodology is shown below.

$$(3,530 \text{ units} \times 55\%) / 98\% + (3,530 \text{ units} \times 45\%) / 94\% = 3,671$$

$$3,671 \text{ units} / 97.6\% = 3,761 \text{ total units needed by 1992}$$

To estimate the total need for the extended planning period of 1983 to 1992, the number of households in 1983 (3,070) was subtracted from the 1992 total need of 3,761 units. This resulted in a total of 691 new housing units needed in Placerville for the period 1983 to 1992.

HCD broke down this new housing need by income group using the percentage distribution contained in the RHAP. The allocation of new construction needs from 1983 through 1992 among income groups is shown in Table II-3.

TABLE II-3
PROJECTED NEW CONSTRUCTION NEEDS
Placerville
1983 through July 1992

Income Category	Number of Units
Very Low Income	228 (33%)
Other Low Income	124 (18%)
Moderate Income	166 (24%)
Above Moderate Income	173 (25%)
Total	691 (100%)

Source: California Department of Housing and Community Development, 1988.

The housing needs shown in Table II-3 are for the 8.5 year period from 1983 to 1992. The baseline used for purposes of the Housing Element is January 1, 1988, and the planning period covers the period from January 1, 1988 to July 31, 1992.

The Placerville Planning Department estimated the total new housing units constructed from 1983 through July 1988, based on records of residential project approvals. Estimated new housing units and their breakdown by income is shown in Table II-4.

TABLE II-4
HOUSING UNITS CONSTRUCTED
1983-1988
By Income Category

<u>Income Category</u>	<u>Total</u>	<u>Percent</u>
Very Low	179	35%
Low	38	8%
Moderate	120	24%
Above Moderate	170	34%
Total	507	100%

Source: City of Placerville Planning Department, 1989

These estimates indicate that Placerville has met its very-low-income and moderate-income needs, but appears to be falling short of meeting its low-income needs.

As of January 1988, Placerville had 3,522 housing units. Subtracted from the 1992 total need (3,761), Placerville has a total construction need of 239 units between January 1, 1988, and July 1, 1992. HCD also defines future new construction needs to include units needed to replace normal market removals. The generally-accepted removal rate is 0.2 percent of the average annual housing stock per year. HCD calculated the average annual housing stock from 1988 to 1992 at 3,641. The average annual housing stock multiplied by 0.2 percent replacement need yields an additional new construction need of 7 units per year to replace housing removed from the market. The annual replacement need multiplied by the 4.5 years in the planning period (January 1, 1988, to July 1, 1992) means that an additional 32 new housing units will be needed in Placerville. The total new construction need for the period January 1, 1988, to July 1, 1992, is therefore 271 units.

Special Needs

Beyond the general housing needs documented in previous sections of this chapter, state law requires that the housing element include an assessment of the housing needs of special groups

within the community, including those of the disabled, the elderly, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter and transitional housing.

There are several types of households within Placerville with special housing needs. Due to the high percentage of low income households within the city, most of these needs relate to affordability.

Disabled Persons

The term "disabled" refers to a disability (physical, mental, or sensory) which prevents or precludes a person from doing work either in or outside the home. The number of disabled persons in a community has important implications for providing certain social services, in the removal of barriers to facilities, and in developing housing which has specialized access for disabled residents.

According to the 1980 Census, 399 of Placerville's 3,931 residents aged 16 to 64 had work disabilities. A person with a work disability may have a health condition which limits the kind or amount of work which he or she may do or which prevents working at a job altogether. Of those identified as having work disabilities according the 1980 Census, 226 were prevented from working altogether and 138 were employed. The remainder did not work, but were not entirely prevented from doing so.

The Census also identified those residents with public transportation disabilities. A public transportation disability is a health condition which makes it difficult to use buses, trains, subways, or other forms of transportation. Of Placerville's 5,097 residents aged 16 and over, 177 had transportation disabilities. Of these, 106 were 65 or older.

According to information from El Dorado County Department of Community Services (which implements the Section 8 Housing Program for the County) the disabled person is a hard category to obtain data on. Currently the department has a waiting list of 48 persons requesting single bedroom houses and another 30 persons on a notification list. Of these, it is estimated that 40% which is equal to 31 persons. Other information indicates that these people do have problems finding the appropriate housing which will cater to the needs of the disabled. Because of the low vacancy rate and few units constructed for accessibility, housing for disabled persons is extremely hard to find.

It is clear that the handicapped have special housing needs such as ramps, wider doors, lower cabinets and grab bars which limit their choice of housing. Income and discrimination constraints may additionally affect the handicap persons ability to obtain adequate housing. The City concerns itself with the need for wheel chair access to buildings and walkways and the City adheres to State guidelines regarding handicap access, etc. and promotes the use of architectural design techniques which aid the disabled. Building Code requirements require that all new apartment projects with 21 to

99 units within them have at least one handicap unit for each hundred units. In addition, City Code require that all units be adaptable for handicap persons which require minimal easy conversion of a unit for a handicap person.

As stated earlier there was little or no housing available for the disabled and there are waiting lists for such persons to get into units that are specifically designed.

Elderly

Elderly persons (age 60 years and over) are gradually becoming a substantial and noticeable segment of the community's population. Americans are living longer and fuller lives than ever before in our history and are expected to continue to do so. While the average life expectancy of an American born today is 74 years, by the year 2000 it is anticipated that the life expectancy could increase to 90 years.

The 1980 Census indicated that approximately 20.8 percent of the city's population was elderly (65 years and older). The Census also revealed that 863 of Placerville's 2,778 households (31.1 percent) had occupants who were 65 or over. 374 of these (43.3 percent) were one-person households. The City has determined that 21 percent of the households with housing assistance needs are elderly residents. This need covers approximately five percent of the city's total households.

Elderly residents are faced with the problem of limited availability of rental units, especially in the studio/one bedroom range. The fact that many senior citizens are on fixed incomes further aggravates this problem. In addition, a survey of the two apartment projects within the City that caters specifically to the elderly (Tunnel Street Apartments--39 units and Sunrise Gardens--76 units) show that these units are entirely occupied and have been so without any vacancy rate for a number of years. These two projects have waiting lists of 60 persons or more. A discussion with the manager of both projects indicate that there is a substantial need for such housing and if additional housing was available they would be able to fill anywhere from 40 to 80 additional units without any problem.

Information from the County Community Programs Department shows a substantial number of people on a waiting list for one bedroom apartments of which 60% are elderly.

The information reveals that there is a substantial need for additional elderly housing within the City of Placerville.

Large Families

Large family households are defined as having 5 or more persons. Family size is an important consideration when it comes to planning for housing. Very simply, areas which have large concentrations of small families or single person households need to plan for smaller units, and areas with concentrations of larger families need to assure that units large enough to accommodate such families are

available. Unfortunately, however, information concerning family size is difficult to gather. The 1980 Census provides some minimal data on the number of person occupying using units, but does not correlate this information with information on the number of rooms in the units.

Given the assumption that large families reside in units with five or more persons, Placerville had 164 large families in 1980. This represents 5.9 percent of the city's occupied housing units. The countywide number was 9.5 percent in 1980 and the statewide percentage was 12.4. This suggests that the need for larger units to accommodate large families is relatively low in Placerville.

Other information available on large families from the County Community Services Department indicates that there is limited availability of housing in the Placerville area to accommodate people who are seeking housing for large families. Currently the County has a waiting list of 25 persons seeking Section 8 Housing for 3 bedroom households and 7 families seeking housing for 4 bedroom households. This list is 1 and one-half years old and has not been updated. Information indicates that 3 bedroom households at affordable rents for large families (fair market rents) are very few. One of the biggest complaints is that landlords frequently indicate that there are too many children for the size of the units. Four bedroom apartments which would house 6 persons or more are simply nonexistent at fair market rents. Even though the information between census and a survey of local conditions would indicate different findings it would appear, based upon the information available from local sources, that there is a need for housing for large families at fair market rents; however, this need is difficult to quantify because of the lack of information.

Farmworkers

Because specific data on the number of farmworkers in individual communities is not regularly collected, it is difficult to assess the needs of this group. The California Department of Employment Development collects data on a countywide basis. In 1989, El Dorado County had a peak of 500 agricultural workers in August, with 260 by October of 1989, as the agricultural season ended.

According to the 1980 Census' breakdown of workers by occupation, only 3.1 percent of Placerville's population was employed in farming, forestry, and fishing.

According to the records of the El Dorado County Community Services Department there is very little information on housing relating to farm workers. This group very seldom asks for Section 8 Housing.

Given the tight housing market within the City of Placerville it can be safely said that the housing for farm workers is in very limited supply. Most of these people live in the community for 3 to 5 months and then move on. General information from realtors and other persons indicate for the most part that this group has a tendency to put large

numbers of people into individual housing thereby resulting in over crowding. Information also suggests that the housing that this group occupies is typically run down and does not meet State or city housing codes.

In general there appears to be a need for farm worker housing however it is recognized that this is a very small segment of the housing market.

Female Heads of Households

The 1980 Census reported that 301 of Placerville's 1,832 families (16.4 percent) were headed by single females. Of this 301, 222 contained children under 18, or a total of 12.1 percent of all of Placerville's families, thus, were headed by single women with children under 18. This relatively high percentage of such families presents problems in that many of these families have lower incomes and, therefore, have difficulty finding affordable housing.

Information from El Dorado County Community Programs Department reveals that 75% of the total families requesting Section 8 assistance are headed by single females. This group has special housing needs and special problems all their own. Typically, the single female is dealing with raising a family and providing a source of income at the same time and on their own.

Given the high percentage of this group seeking housing through the County, and the high percentage of numbers reported in the census, there is a need for programs which specifically cater to the needs of female heads of households.

Emergency Shelter and Transitional Housing Needs

The housing needs of homeless persons are more difficult to measure and assess than those of any other population subgroup. Since these individuals have no permanent addresses they are not likely to be counted in the census, and since they are unlikely to have stable employment, the market provides few housing opportunities.

A needs assessment study of the homeless in El Dorado County, and Placerville in particular, was conducted for the City of Placerville by Housing Rehabilitation Services. The study, which was completed in January 1987, focused on a survey period between October 1985 and January 1986. The primary source of information on the number of homeless in the area were the existing local emergency shelter providers. Secondary agencies which would potentially have had contact with the homeless were also surveyed. The survey information was supplemented with field visits to the various agencies involved as well as to shelter providers and local merchants in the downtown Placerville area. In addition, many service providers contributed reports containing estimates of the homeless within their jurisdictions for the previous year. Based on survey data, during the period from January through October 1985, 353 persons requested

shelter in El Dorado County. Of the total, 45 percent (162) were children. Over one-fifth were single men or women, and 14 percent were couples or families without children. The Needs Assessment cautions that this data does not completely depict the full extent of the number of homeless persons in El Dorado County; while it is accurate, it is incomplete and the number of homeless persons was considered greater than the number reported. A large proportion of the total homeless persons in the county are located or seek shelter in Placerville.

The study concluded that there is a definite need for additional shelters and services in El Dorado as well as the expansion of existing facilities. Although the data is incomplete, it is obvious, according to the study, that there are hundreds of homeless people in the county and that a large percentage are families with children. The only available resources identified are the Women's Center (with 12 beds), and the H.E.L.P. Program, which offers a home and trailer as shelter, and provides vouchers for motels.

The report also made recommendations for shelter programs and services appropriate for local conditions and circumstances. They are as follows:

Emergency and Transitional Housing

There is a need for both emergency and transitional housing. Since a large percentage of the homeless were families with children, a shelter that provides for transitional housing, with a longer stay period, seems more critical than an emergency "one night" stay facility. The best solution would be a facility that could respond to both types of needs, even though the capacity would not be able to address all of the needs.

Expansion of the Women's Center Facilities

The data provided by the Women's Center (South Lake Tahoe and Placerville) substantiates the need for expansion of the capacity of their centers, in order to provide shelter to women and children in crisis situations.

Services

- Eviction Counseling and Emergency Rent Loans

The data indicated that eviction was the precipitating cause of homelessness in approximately 50 percent of the responses received between November 1986 and January 1987. A revolving fund, with low interest loans available to prevent eviction, along with counseling is recommended.

- Housing Search and Financial Assistance Services

A housing search program that includes staff work with shelter guests and community agencies to locate permanent housing is also recommended. In conjunction with this service, a revolving loan fund that could provide low interest loans for security deposits and initial rental costs, is also recommended. Based upon the interviews with local agency staff, this service would help to alleviate a substantial number of the obstacles to obtaining permanent housing.

Other Services

- Stabilization Services
- Referral and Advocacy Services
- Development/Growth Services (as the shelters become more established)

The City allows for the establishment of emergency shelters and transitional housing in all residential zones.

In addition, the City allows for domestic violence shelters as a permitted use in all residential zones. These kinds of shelters require secrecy to protect their residents, so a public hearing process can hinder their development or make their operation more difficult.

EQUAL HOUSING OPPORTUNITIES

The City has long been on record as supporting equal housing opportunities in Placerville and has on several occasions in the past issued declarations and resolutions to this effect.

In 1979, the El Dorado County of Realtors formed the Community Housing Resource Board (CHRB). This board is part of the overall Fair Housing and Equal Opportunity Program of the U.S. Department of Housing and Urban Development. The membership of the CHRB includes a broad spectrum of the community, including members from the County Chamber of Commerce, various women's groups, the City of Placerville, the County of El Dorado, and others. The major functions of the group are to coordinate actions with the Realtors Equal Opportunity Committee, to promote and support the fair housing activities in the community, and to act as an intermediate agency to discuss related problems with owners, agents, and individuals seeking housing. The CHRB has served as a forum in which persons who feel they have been discriminated against can voice their complaints. While it does not have significant powers, the CHRB does serve as a place where people can air their complaints and get advice on what actions are open to them.

The City has been a supporter of this program and will continue to support it. Since this Board is already established and covers the whole county, there is no need to establish a separate City agency to address these issues within the city.

The City routinely posts information on the enforcement program of the State Fair Employment and Housing Commission, along with information on available weatherization programs. These items are also published in the local newspaper, and periodically distributes it with the City's utility bills.

AVAILABILITY OF LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

State law requires that housing elements contain an analysis of the availability of land for future residential growth and the adequacy of public facilities and services to accommodate this growth. The following section describes the General Plan designations and zoning categories, potential residential sites within the General Plan Area, and the adequacy of public facilities and services to serve residential development.

Residential Zoning and General Plan Land Use Categories

In order to evaluate sites for future housing, it is necessary to determine the amount of acreage that will be required. Typically, ownership units are low to medium density, while rental units are high density.

Placerville's General Plan includes four residential density designations which are implemented through several residential zone districts. These densities and zone districts are presented in Table II-5. The City also has a PD (Planned Development) Overlay Zone which is intended to allow for flexibility in rigid zoning standards where a proposed development will not readily conform to City regulations due to design or topography.

TABLE II-5

**RESIDENTIAL LAND USE DENSITIES
City of Placerville
1990**

GENERAL PLAN		ZONING ORDINANCE	
Designation	Maximum Units Per Acre	Designation	Maximum Units Per Acre
Rural Residential	0.20-1.00*	R1A	1.00**
		RE	0.20**
Low Density ¹	1.01-4.00*	R1-10	4.36**
		R1-20	2.20**
Medium Density	4.01-6.00*	MH	6.60**
		R1-6	7.26**
High Density	6.01-16.00*	R-2	8.00*
		R-3	12.00*
		R-4	16.00*

*gross (including streets and roads)

**net (excluding streets and roads)

¹Includes Planned Residential/Historic

Sources: City of Placerville General Plan, 1990; Placerville Zoning Ordinance, 1990.

Table II-6 shows the number of vacant acres in the General Plan Area by General Plan designation and zoning category.

TABLE II-6

**VACANT RESIDENTIALLY ZONED LANDS WITHIN PLACERVILLE GENERAL PLAN AREA
January 1988**

<u>Land Use Designation</u>	<u>Zone</u>	<u>Acres</u>	<u>% of Total</u>	<u>DU Potential</u>	<u>% of Total</u>
Rural Res.	RE	18.1	1.0%	3	0.1%
	R1A	<u>519.9</u>	<u>28.0%</u>	<u>468</u>	<u>9.8%</u>
		538.0	29.0%	471	9.9%
Low Density ¹	R1-10	191.0	10.3%	541	11.3%
	R1-20	<u>680.0</u>	<u>36.7%</u>	<u>1,047</u>	<u>22.0%</u>
		871.0	47.0%	1,588	33.3%
Medium Density	R1-6	282.7	15.2%	1,334	28.0%
	MH	<u>11.3</u>	<u>0.6%</u>	<u>47</u>	<u>1.0%</u>
		294.0	15.9%	1,381	29.0%
High Density	R-2	39.7	2.1%	238	5.0%
	R-3	86.6	4.7%	794	16.7%
	R-4	<u>25.0</u>	<u>1.3%</u>	<u>296</u>	<u>6.2%</u>
		151.3	8.2%	1,328	27.9%
TOTAL		1,854.3	100.0%	4,768	100.0%

¹Includes Planned Residential/Historic

Source: City of Placerville Community Development Department, June 1989

As shown in Table II-6, Placerville has a total of 1,854 acres of vacant, residentially-designated land available for housing development. Approximately 1,400 acres of this is designated for rural residential and low density residential development. Over 440 acres is available for multi-family housing in the medium and high density residential designations.

The potential for 4,768 dwelling units on residentially designated land is available within the General Plan Area. The dwelling units are divided among a range of housing types, approximately 10 percent for rural residential single-family homes, 33 percent single-family homes, 29 percent medium-density, and 28 percent high-density. The range of residential densities should allow Placerville to easily provide for its fair share of regional housing needs.

After analyzing information available, based upon the City of Placerville's Land Use Survey conducted in January of 1988, it has been determined that there are 160 units of R-2 zoned property, 447 units of R-3 zoned property, and 274 units of R-4 property available

for Low Income Residential Development within the City with little or no development constraints. This is a total of 881 dwelling units. With a 25% density bonus, this total could be increased to 1,101 units available for Low Income Residential Development with little or no development constraints. The maximum density allowed under R-4 with a 25% density bonus would be 20 units to the acre. There are at least 7 additional sites with zoning that ranges from R1-6,000 to R-4, which would allow for at least 640 dwelling units to be constructed which have sites with one or more development restraints. With these added together, the total number of units to be constructed within these sites identified would be 1,521 units not including the density bonus. With density bonuses, the total number of units could exceed 2,000. Therefore, there are adequate sites available in the City with little or no development restraints to meet the City's housing goals identified in Table II-3. An analysis of the progress of the City of Placerville toward meeting the low income housing goal conducted by the California Coalition for Rural Housing released during the early portion of 1990, indicated that the City of Placerville had met 112% of its low income housing need. With sites identified on Table II-1, the City will continue to provide the opportunity for additional low income housing to be constructed within the City, which will allow for the continued availability of land for the development of housing specifically designed for low and moderate income families.

Services

Much of the vacant land outside the city limits lacks services (roads, sewer, and water), and the initial costs required to extend these services are high. Figure II-1 identifies land available for Multi-Family Residential Development in the city without and with constraints. These lands are primarily within the City Limits and on the periphery of the City.

As you can see, most of the properties identified have little or no development constraints. The lands identified exception. The one exception is a project currently being worked on between a nonprofit development corporation in the City with the development of 100 units of low income housing.

Five areas of the City have been identified to have development constraints which include lack of roads or lack of sewer and water. It also includes properties that would need to be annexed to the City. This map clearly shows that the total number of sites available for Multi-Family Housing substantially exceeds the City's housing goals for the provision of low income housing.

While other portions of the City have development constraints, they are not shown on this map because it is believed that the cost of developing these sites would be so costly as to prohibit the inclusion of low income housing. In addition, there are other multi-family sites available to meet the City's goals.

The City may wish to consider giving higher priority for the issuance of any future water meters made available to projects which will benefit low and moderate income persons.

Water is provided to the City by the El Dorado Irrigation District (EID), which provides water supplies to western El Dorado County. On February 26, 1990, EID officially entered into a moratorium on the issuance of water meters throughout the EID service area, which includes the City of Placerville. The City of Placerville, on the next day, also entered into a moratorium prohibiting the issuance of meters. The City has developed a policy regarding the issuance of additional water meters and the El Dorado Irrigation District is working on a long-term solution to providing water.

The City's sewer treatment plant operated at about 60 percent of its 1.6 million gallon per day (MGD) capacity in 1988. Full buildout of the city would require expansion of the treatment plant. While the plant could be expanded to handle a peak capacity of 2.5 MGD, it is unknown whether the Central Valley Regional Water Quality Control Board would allow the treatment plant to discharge more than 1.6 MGD into Hangtown Creek, which empties into the American River Water Shed. Since the plant was first constructed, the discharge standards have been increased. While the plant is grandfathered under the old discharge standards, an expansion of the plant may be required to meet new standards.

Other disposal options include:

Upgrade the level of treatment to meet the new standard by implementing tertiary treatment. This would be very expensive, and the cost would have to be passed on to rate payers through the sewer bills and new development impact fees.

Pump the sewage south to a new treatment plant (the Mother Lode Plant) located in the Cosumnes River watershed, which does not have the same water quality standards as it is not a domestic water source. This would also be very expensive.

Use the effluent to irrigate non-food crops.

GOVERNMENTAL CONSTRAINTS ON HOUSING PRODUCTION

While local governments have little influence on such market factors such as interest rates, their policies and regulations do constrain the free operation of the housing market. For the most part, local regulations play a legitimate role in protecting the public's health, safety, and welfare. In some cases, however, local regulations may restrict the operation of the housing market unnecessarily. Examination of the local regulatory structure can highlight those areas of "excessive" regulation where steps can be taken to remove or minimize obstacles to residential development.

Local Land Use Regulation and Building and Housing Codes

Land development controls include policies and regulations contained in the City's General Plan, Subdivision and Zoning Ordinances, and building codes. Generally, City land use controls are not a constraint to housing development, either through zoning requirements

or building code enforcement. While the City enforces the building code to maintain health and safety standards, such enforcement is not considered to be a constraint to development and/or rehabilitation of housing. For example, the City has adopted the State Housing Code and the State Historical Building Code which are applied to the rehabilitation of properties. The primary concerns of the City are first with critical health and safety problems and then with other building factors. Flexibility is provided in non-critical situations. It has also been a policy of the Community Development Department to work with property owners and contractors to develop reasonable solutions to any identified problems.

The City has conducted a review of its design standards and has concluded that its regulations are reasonable and do not contribute to overdesign and added cost. The City allows for development of private streets, use of rolled curbs, installation of septic systems when it is too costly to connect to city sewers, and joint use of utility ditches. These allowances all help minimize the cost of residential development.

In addition, the City currently allows several design features which do allow for a reduction in development costs. These include allowance of a narrower hillside roads in steep and hard- to-develop areas, asphalt curbs and sidewalks in lower density zones, and open drainage systems. It also has been a practice of the City to consider innovative residential development approaches which might reduce development costs without compromising safety and good design.

Development processing fees, permit fees, and service fees can add significantly to the costs of housing projects. Recent estimates by the City indicate that approximately five percent of the total building costs for a single family residence are for permit fees. This does not include any fees required for subdivisions. The fees charged by the City of Placerville are presented in Table II-7.

TABLE II-7

CITY DEVELOPMENT PROCESSING FEES
October 1989

Planning Fees

General Plan Amendment	\$500
Zone Change	\$400
Conditional Use Permit	\$250
Site Plan Review	\$400 (Projects under \$50,000) 0.8% of value (\$50,001 to \$100,000) \$800 + 0.1% of value (\$100,001 and up)
Variance	\$400
Tentative Parcel Map	\$300 for 1st parcel + \$50 for each additional parcel
Fire Department Review	\$ 30
Tentative Subdivision Map	\$300 (1st lot) + \$50 (for lots 2 to 5) + \$30 for each lot over 5.
Fire Department Review	\$ 50 + \$5 for each additional lot
Environmental Assessment	\$300
Environmental Impact Report	Subject to bid plus 10% administrative fee
Final Parcel Map	\$250
Final Subdivision Map	\$400 (1st lot) + \$5 for each additional lot
Home Occupational Use Permit	\$ 60
Temporary Use Permit	\$ 30
Minor Deviation	\$ 50
Temporary Manufactured Housing	\$200
Appeals (Staff and Planning Decisions)	\$100
Annexation Fee	\$ 50
Preliminary Plan Review	\$200

Construction Development Fees

Building Permit

Valuation:	
\$1 to \$3,000	\$ 30
\$3,001 to \$100,000	1.1% of valuation
\$100,001 and up	\$1,100 + 0.6% of valuation

Plan Review

Valuation:	
\$1,001 to \$3,000	\$ 30
\$3,001 to \$6,000	\$ 30
\$6,001 to \$100,000	0.5% of valuation
\$100,001 and up	\$500 + 0.25% of valuation

(Continued)

TABLE II-7 (CONTINUED)

CITY DEVELOPMENT PROCESSING FEES
October 1989

Other Fees

School Impact	
Residential	\$1.56 per square foot
Commercial and Industrial	\$.26 per square foot
Park Development	\$600
Manufactured Housing Inspection (Park)	\$ 60 each
	\$ 30 reinspection
Manufactured Housing	\$150 each
Inspection of Foundation	\$ 50 filing fee
	\$ 30 reinspection
Inspection Where No Fee is Specified	\$ 30 per hour
	\$ 50 minimum
Private Sewage Disposal System	\$ 20
Encroachment Permit	\$ 15 (parking and wide load)
	\$ 30 (all others)
Fire Impact Fee	
Each New Residence	\$500
All Commercial (Including Additions)	\$.138 per square foot (sprinkled)
	\$.277 per square foot (non-sprinkled)
Other Various Fees	Per Fire Department schedule
Traffic Impact Fee	
Single Family	\$968
Multi-Family	\$587
Commercial	Varies by land use

Sewer

Single-Family Residential	\$2,000
Multi-Family Residential	\$2,000 first unit
	\$1,750 additional units
Commercial	\$2,000 first unit
	\$1,500 additional units
Installation Charge	Varies

Water

Single-Family Residential	\$1,500
Multi-Family Residential	\$1,125 per unit
Commercial	\$1,500 per unit
Meter Cost	Varies
Installation Charge	Varies

(Continued)

TABLE II-7 (CONTINUED)

CITY DEVELOPMENT PROCESSING FEES
October 1989

On and Off Site Improvements Permit: Sewer, Drainage, Water, Streets, Curbs, Gutter, Sidewalk, Etc.

Up to and Including \$800	\$ 40
\$801 to \$50,000	\$ 40 + 2% of cost over \$801 to \$50,000
\$50,001 to \$100,000	\$1,024 + 1.5% of cost over \$50,001 to \$100,000
\$100,001 and up	\$1,774 + 1% of cost over \$100,001

<u>Grading and Excavation</u>	Varies
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Source: City of Placerville, 1989

The timeliness with which the City processes the various permits and applications necessary for development can also affect the overall cost of housing. Table II-8 shows the estimated processing times for these permits and applications in Placerville.

TABLE II-8
CITY DEVELOPMENT PROCESSING TIMES*
October 1989

<u>Application</u>	<u>Time Needed</u>
General Plan Amendment	10 weeks
Zone Change	10 weeks
Conditional Use Permit	4 weeks
Site Plan Review	4 weeks
Variance	4 weeks
Tentative Parcel Map	6 weeks
Tentative Subdivision Map	8 weeks
Negative Declaration	4 weeks
Final Parcel Map	2 weeks
Final Subdivision Map	2 weeks
Home Occupational Use Permit	15 days
Temporary Use Permit	1 day
Minor Deviation	10 days
Temporary Manufactured Housing	15 days
Appeals	4 weeks
Preliminary Plan Review	7 days
Plan Review	2 weeks

*Assumes no EIR required; EIRs typically take 9 to 12 months

Source: City of Placerville, October 1989

The time required to process residential projects depends upon the size and scope of the project. Any delays in processing can ultimately add to housing costs. Delays in processing may occur if environmental review, pursuant to the California Environmental Quality Act (CEQA) requires an Environmental Impact Report (EIR) be prepared. At times, approvals from other agencies such as LAFCO or the state may be required for certain types of projects.

Generally, the City of Placerville processes development applications in a timely and efficient manner. The City's Planned Development (PD) Overlay Zone allows a developer to present a preliminary development plan of the basic concept of the development for approval prior to preparation of final detailed plans. This can help minimize costs.

The provision of many public services, which historically had been the role of government, is now being increasingly transferred to developers. This often results in increased housing costs for the buyer and renter. Developers are now responsible for road construction and enlargement,

extension (and, at times, enlargement) of water and sewer lines, and provision of drainage systems, sidewalks, street lighting, and school impact fees.

Developers in Placerville are required to provide most of the public service support systems needed to serve their developments. One problem, in particular, has to do with existing sewer lines, many of which are undersized. Developers often have to enlarge old, existing lines prior to connecting the new development. This, of course, entails additional costs. The City, however, has established a reimbursement fund for developers who have to replace entire lines. City funds normally cover only maintenance of existing services.

Another concern related to governmental development policies is the lack of policy cooperation and coordination between governmental agencies. As a result, policies may conflict, and additional time may be required to gain approvals from all necessary agencies.

As required by state law, the City allows manufactured housing and mobilehomes on foundations in all residential zones as permitted uses. Mobilehomes without foundations are permitted in the City's Mobilehome Park zone.

The Zoning Ordinance allows for secondary dwelling units on existing single family lots and encourages the conversion of large older homes into duplexes or triplexes where the use is consistent with public service requirements.

The City's Zoning Ordinance and building codes allow for efficiency units smaller than 400 square feet in multi-family zones. Theoretically, a unit of 250 square feet can be created under the Building Code. All units above 600 square feet are required to have 2 parking spaces. All units from 400 to 600 square feet are required to have 1½ parking spaces per unit and any units that are 400 square feet or less are required to have 1 parking space.

The City's open space requirements are reasonable. Housing development up to maximum lot coverage is permitted. The City's multi-family ordinance allows for zero-lot-line single family uses to encourage the production of more affordable housing.

The City requires sidewalks on only one side of a street and in some cases does not require sidewalks at all. Street widths have been reviewed and the City does not allow for streets narrower than 20 feet.

NONGOVERNMENTAL CONSTRAINTS ON HOUSING PRODUCTION

The availability of housing is strongly influenced by market factors over which local government has little or no control. State law requires that the housing element contain a general assessment of these constraints. This assessment can serve as the basis for actions which local governments might take to offset the effects of any such constraints. The primary market constraints to the development of new housing are the costs of constructing and purchasing new housing. These costs can be broken down into four categories: 1) materials; 2) labor; 3) land; and 4) financing.

Material Costs

A major component of the cost of housing is the cost of building materials, such as wood and wood-based products, cement, asphalt, roofing materials, and plastic pipe. Prices for these goods are affected primarily by the demand for such materials and by inflation. Material costs,

after having risen rapidly during the late 1970s, have stabilized during the 1980s. It is impossible to anticipate how demand and inflation will change, but if either or both increase, so will the overall cost of constructing new housing.

The costs of building materials in the Placerville area do not differ significantly from surrounding markets and, therefore, do not constitute a constraint to the development of affordable housing.

Cost of Labor

Another major cost component of new housing is labor. Inflated labor costs due to high wage rates significantly increase the overall cost of housing in some markets. Such is not the case, however, in Placerville. There are a number of smaller, non-union builders and contractors who do not demand the same high wages as builders in metropolitan markets. The cost of labor is thus not a significant constraint on housing production.

Land Costs

The effect of land costs on residential development is easily identified. Costs associated with the acquisition of land include the market price of raw land and the cost of holding land throughout the development process. These costs can account for nearly half of the final sales price of new homes in very small developments or in areas where land is scarce. Among the variables affecting the cost of land are its location, its amenities, the availability of public services, and the financing arrangements made between the buyer and seller.

Raw land in Placerville was estimated to cost between \$20,000 and \$30,000 per acre in 1989, depending on its location. An acre of land with services already in place would run between \$35,000 and \$45,000 per acre.

Because vacant land in the Placerville area is relatively abundant, its cost is lower than in other, more densely developed areas. The cost of land does not, therefore, operate as a constraint on the production of affordable housing.

In addition to the cost of the raw land, new housing prices are affected by the cost of holding land while development permits are processed. The shorter the period of time that it takes a local government to process applications for building, the lesser the effect on the final cost of housing. Permit processing times are discussed earlier in this chapter in the context of governmental constraints on the development of affordable housing.

Cost and Availability of Financing

The cost and availability of capital financing affect the overall cost of housing in two ways. First, when the developer uses capital for initial site preparation and construction and, second, when the home buyer uses capital to purchase housing.

The capital used by the developer is borrowed for the short-term at commercial rates, which are considerably higher than standard mortgage rates. Commercial rates nonetheless drop when the overall market rates decrease, so low interest rates should have a positive effect on the housing construction market.

The home buyer uses capital financing in the form of long-term mortgage loans. Market rates for standard home loans have recently dropped below ten percent for the first time in several

years, so financing costs currently favor the buyer. Table II-9 shows how the variation in interest rates affects the buyer's monthly mortgage payments on a range of loan amounts.

TABLE II-9
MONTHLY MORTGAGE PAYMENTS

Interest Rate	Original Loan Amount					
	\$50,000	\$60,000	\$70,000	\$80,000	\$90,000	\$100,00
9.0%	402	483	563	644	724	805
9.5%	420	505	589	673	757	841
10.0%	439	527	614	702	790	878
10.5%	457	549	640	732	823	915
11.0%	476	571	667	762	857	952
11.5%	495	594	693	792	891	990
12.0%	514	617	720	823	926	1029

Note: Chart is based on a 30-year, fixed-rate mortgage and does not include real estate taxes and home insurance. To figure these costs, add about 2 percent of the sales price in 12 installments to the monthly payments.

Source: 1986 Realty Bluebook

Table II-10 relates loan interest rates to home loan affordability at various income levels. The figures in the table are based on principal and interest equaling 25 percent of the gross income and do not include taxes and insurance, which could add approximately 15 percent to the monthly payments. Most lenders, however, are qualifying buyers somewhere between 28 and 36 percent of total income, so Table II-10 provides only a thumbnail estimate of loan affordability.

LAND AVAILABLE FOR MULTI-
FAMILY RESIDENTIAL
DEVELOPMENT

WITHOUT CONSTRAINTS

WITH CONSTRAINTS

CBM 5/11/90



TOTAL AVAILABLE LAND FOR LOW INCOME RESIDENTIAL DEVELOPMENT
WITH LITTLE OR NO DEVELOPMENT RESTRAINTS

AREA	ZONING	# UNITS	25% BONUS
HISC.	R-2	17	
7E1	R-2	10	
53	R-2	30	
44	R-2	18	
3.2E	R-2	37	
221	R-2	19	
8E1	R-3	112	
809	R-3	9	
881	R-3	18	
79	R-3	119	
7E2	R-3	25	
646	R-3	138	
5PE	R-3	9	
254	R-3	80	
255	R-3	12	
7E3	R-4	20	
8E1	R-4	91	
2E1A	R-4	24	
223	R-4	24	
253	R-4	24	
TOTAL		681	1101

TOTAL AVAILABLE LAND FOR LOW INCOME RESIDENTIAL DEVELOPMENT
WITH ONE OR MORE DEVELOPMENT RESTRAINTS

AREA	ZONING	# UNITS
2C	R1-B	100 **
7E1	R-2	10
2P1	R-2	42
8E	R-3	207
7E2	R-3	119
227B	R-3	52
7E3	R-4	80
TOTAL		640

** THIS SITE WAS ADDED TO THIS LIST BECAUSE THE CITY IS
CURRENTLY WORKING WITH A HOMELESS GROUP TO DEVELOP 100 UNITS
OF LOW-INCOME SELF-HELP HOUSING.

FIGURE II-1

TOTAL AVAILABLE LAND FOR LOW INCOME RESIDENTIAL DEVELOPMENT WITH
LITTLE OR NO DEVELOPMENT RESTRAINTS

ZONING	TOTAL	25% BONUS	COMMENTS
R-2	160	200	DENSITY FOR R-2 WITH BONUS IS EQUAL TO 10 U/A.
R-3	447	559	DENSITY FOR R-3 WITH BONUS IS EQUAL TO 15 U/A.
R-4	274	342	DENSITY FOR R-4 WITH BONUS IS EQUAL TO 20 U/A
	<u>881</u>	<u>1,101</u>	

TOTAL AVAILABLE LAND FOR LOW INCOME RESIDENTIAL DEVELOPMENT WITH
ONE OR MORE DEVELOPMENT RESTRAINTS

ZONING	TOTAL
R1-6	100
R-2	82
R-3	378
R-4	80
	<u>640</u>
	+ <u>881</u>
	1,521

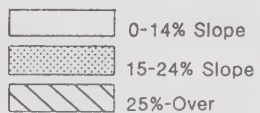
TOTAL SINGLE FAMILY ZONED LAND AVAILABLE FOR RESIDENTIAL
DEVELOPMENT WITH LITTLE OR NO DEVELOPMENT RESTRAINTS

ZONING	TOTAL
R1-6	467.181
R1-10	214.2362
R1-20	440.7557
R1A	274.41
	<u>1,396.5829</u>

CITY OF PLACERVILLE
General Plan

LAND SLOPE

LEGEND
City Limits
Property Lines
Railroad
Roads/Highways
Rivers, Creeks, etc.



Source: City of Placerville General and Seismic Safety Element, 1974

FIGURE II-2

TABLE II-10**INCOME/LOAN AMOUNT AFFORDABILITY**

Interest Rate	Annual Income						
	\$20,000	\$25,000	\$30,000	\$35,000	\$40,000	\$45,000	\$50,000
9%	51,560	63,550	77,500	89,600	103,200	116,000	128,00
10%	47,480	59,349	71,219	83,089	94,959	106,829	118,699
11%	43,753	54,691	65,629	76,567	87,505	98,443	109,382
12%	40,503	50,635	60,761	70,888	81,015	91,142	101,269
13%	37,667	47,083	56,500	65,916	75,333	84,750	94,166
14%	35,166	43,957	52,748	61,450	70,331	79,122	87,914

Source: National Association of Home Builders

The availability of financing is another important consideration, particularly for the builder. The cost of financing is irrelevant if lenders are unwilling to lend money to developers in a particular market. In the past, there has been some hesitance on the part of lenders to make loans for residential development in Placerville. Such hesitance can add to the overall cost of housing as builders must spend more time pursuing financing and often must pay above-market rates. Recently, however, this has not been a problem in Placerville. The availability of financing (or lack thereof) has, thus, not operated as a constraint to the production of affordable housing.

Total Development Costs

The cost of land, labor, materials, borrowing, and site preparation has increased dramatically over the last ten years. These costs not only have affected the construction industry, but also have limited consumers' ability to purchase. An approximate breakdown of the cost components for a typical new single-family home (1,400 square feet on a ¼ acre lot) in 1989 in Placerville is estimated in Table II-11.

TABLE II-11
TYPICAL SINGLE FAMILY HOME COST COMPONENTS
Placerville
1989

Construction Costs	\$75,000	50.0%
Land Cost	35,000	23.3%
Financing Costs	10,000	6.7%
Permits and Fees	10,000	6.7%
Marketing and Developer Profit	<u>20,000</u>	<u>13.3%</u>
Median Selling Price	\$150,000	100.0%

Source: Mintier and Associates

While Table II-11 presents a typical composite of new housing costs for Placerville, there will be significant variation within the city, depending on the location of land and the level of services already available.

Other Nongovernmental Constraints

Another constraint which at times restricts housing projects is public opposition to new developments. This is particularly true where medium or high density developments are proposed within areas of traditional low density development. While the proposed development may be consistent with planning goals and policies, public resistance to higher density development in their neighborhoods can be strong.

Another constraint is related to the physical topography of Placerville. Most of the vacant land in the city ranges in slope between five percent and 25 percent, with some areas exceeding 25 percent. This restricts the actual availability of buildable lands. Figure II-2 shows the study area as divided into three slope categories: 0-14 percent, 15-24 percent, and 25 percent and over.

CURRENT AND PAST HOUSING PROGRAMS IN PLACERVILLE

There are various federal and state housing assistance programs administered through the federal Department of Housing and Urban Development (HUD), the Farmers Home Administration (FmHA), the California Housing and Community Development Department (HCD), and the California Housing Finance Agency (CHFA). As of 1989, there were over 300 low-income housing units in Placerville. Many of these units have been constructed with FmHA and HUD funds. Table II-12 lists apartment complexes in Placerville whose construction has been subsidized through government loan programs and the number of units in each which are reserved for low-income tenants.

TABLE II-12
SUBSIDIZED APARTMENT COMPLEXES
Placerville
1989

Complex Name	One Bedroom Units	Two Bedroom Units	Three Bedroom Units	Total Units
Carson Ridge Apartments (FmHA)	8	22	12	42
Deerview Park Apartments (FmHA)	6	42	--	48
Sunrise Gardens (CHFA)	55	12	--	67
Diamond Springs Apartments (FmHA)	4	23	12	39
Placerville Apartments (FmHA)	6	44	34	84
Tunnel Street Apartments (FmHA)	39	--	--	40
Total	118	143	58	319

Source: Mintier & Associates, Phone Survey, November 1986, Updated 1989.

In addition to the complexes listed in Table II-12, there is also a 36-unit FmHA-subsidized complex near the Diamond Springs Apartments.

Additionally, rental subsidies are provided by the HUD Section 8 program. There are a number of problems with this program including limited funding, eligibility criteria, public opposition to publicly subsidized housing, and administrative paperwork required in preparing applications. Another problem is that neither the City nor the County of El Dorado has a Housing Authority to help administer this program. The El Dorado County Community Programs, a nonprofit corporation to aid the elderly and poor, administers the Section 8 rental subsidy program. Of the 81 Section 8 certificates in October 1986 administered in El Dorado County in October 1986, 37 were being used in the Placerville area. In 1989, 158 Section 8 certificates and vouchers were issued countywide. The El Dorado County Community Programs does not, however, have the information broken down by city.

Analysis of Implementation of 1983 Housing Element

The following is an analysis of the Housing Programs presented in the City of Placerville's Housing Element adopted by the Placerville City Council on February 22, 1983. There are 32 programs listed in the Housing Program Section. Appendix II-A is a listing of the 1983 Housing Programs and their descriptions.

Program 1: The Housing Expansion Area Map was used in updating the General Plan. The City endeavored to maintain the R-2 zoning designation although it has been redefined into three categories: R-2 (8 units to the acre); R-3 (12 units to the acre); and R-4 (16 units to the acre). The original R-2 designation generally allowed 12 units to the acre. This has helped to encourage the development of affordable housing for low and moderate income households.

Program 2: The City has reviewed the Housing Expansion Map and the study areas and is working with the development community to overcome obstacles that make projects infeasible. As part of the General Plan Update, the City reviewed residential sites and amended zoning in some cases to allow for increased densities. The City's Zoning Ordinance was modified to allow for manufactured housing and mobilehomes in all residential zones.

Program 3: The City continues to evaluate the use of service districts to finance improvements associated with housing projects; although none have gone forward to date. The City has also spoken with several developers about the use of Small City Block Grant funds to finance improvements. The City is currently working with California Rural Housing toward the development of 100 single family homes in the city. These homes would be made available for lower income families and are considered Self Help, Owner-Builder types.

Program 4: The City has encouraged developers to use the Planned Development (PD) Overlay zoning designation which allows for mixed use developments. The City has explored with various developers the possibility of utilizing the mixed use approach in the downtown area. No specific plan has evolved from this process to date.

Program 5: The General Plan Update has provided for a mix of residential zoning districts within and outside the city limits. Areas subject to annexation have been analyzed and a mixture of residential zones have been proposed.

Program 6: The City continues to work with local developers toward the development of Farmers Home Administration Housing within the city. The City has been successful in working with such developers in constructing several apartment projects funded by Farmers Home Administration and by Section 8.

Program 7: The City has adopted a Zoning Ordinance which allows secondary dwelling units on existing single family lots. This ordinance encourages the conversion of large older homes into duplexes or triplexes where the use is consistent with public service requirements.

Program 8: The General Plan Update has set up different categories of General Plan designations other than low medium densities as proposed with Program 8. The new General Plan places R1-10,000 in a lower density classification; R1-6,000 in medium density; and all multi family uses into a high density category. This helps resolve the confusion that was created over the previous General Plan categories and eliminates the need for a new low medium density residential category.

Program 9: Staff analyzes all rezoning applications on a case-by-case basis to better understand the real availability of land for residential development. In most cases application received and approved have resulted in an increases in residential densities.

Program 10: Based on the requirements of state law, all modular/manufactured housing is allowed by right on any residential lot providing it meets minimum standards. In addition, the City's multi-family ordinance has been amended to allow for zero lot line single family uses in order to encourage the production of more affordable housing.

Program 11: The City's Zoning Ordinance has been revised as specified in Program 11 to allow attached single family dwellings with a minimum of 2,000 square feet in the R-2, R-3 and R-4 zones. These units are allowed on a zero lot line basis.

Program 12: The City has not received any applications since 1983 to split any multi-family zoned parcels. If any applications were received they would obviously be reviewed in light of Program 12.

Program 13: The City has reviewed the Zoning Ordinance in effort to remove any obstacles toward the creation of more affordable housing. As mentioned under Program 10, the Ordinance has specifically been changed to allow for mobilehomes or manufactured housing in residential districts and to allow for zero lot line single family construction.

Program 14: The City's Zoning Ordinance and building codes have been modified to allow for efficiency units smaller than 400 square feet in multi-family zones. Theoretically, a unit of 250 square feet can be created under the Building Code.

Program 15: The City has revised its Zoning Ordinance to reduce the requirements for small efficiency units. All units above 600 square feet are required to have 2 parking spaces. All units from 400 to 600 square feet are required to have 1½ parking spaces per unit and any units that are 400 square feet or less are required to have 1 parking space.

Program 16: The City has reviewed its design standards and has made changes in order to help make housing more affordable. Specifically, the City only requires sidewalks on one side of a street and in some cases does not require sidewalks at all. Street widths have been reviewed and the City does not allow for streets narrower than 20 feet. Ordinances were prepared and passed for this change.

Program 17: The City continues to review the development process procedures and fees to determine where the process can be streamlined. For many years the City has had extremely fast processing for the approval of residential units; however, due to requirements in State law for environmental review (CEQA), the process has been lengthened over the past few years. Also, due to the necessity to finance other improvements throughout the city, additional fees have been imposed, including: traffic, fire, park, and school impact fees. These fees have combined to add further costs to the development of housing. The Planning Department continues to review this situation and most fees have been delayed in their implementation until the last possible moment.

Program 18: The City continues to work with the development community to identify ways of using Community Development Block Grant funds to help fund housing projects. The City also continues to provide the financing available through the formation of assessment districts to help reduce housing costs.

Program 19: The City Community Development staff has investigated the availability of funds to help assist mortgages and provide rent subsidies for targeted households. Most of these funds are channeled through the Community Service Department of El Dorado County. The City's Community Development Department works closely with the County Community Service Department to help coordinate the allocation of Section 8 HUD rent subsidies throughout the city. Most Section 8 units within the county are targeted for Placerville. The City will continue to monitor and assist this ongoing program.

Program 20: The City has instituted a program for working with developers to have informational prehearings with the neighborhoods in which projects are being proposed. The purpose of these hearings is to help resolve issues regarding proposed affordable housing projects. Although the City believes this to be a successful program, it also provides some conflict. Generally, existing

established residential neighborhoods are not in favor of affordable housing projects being constructed in their vicinity. City staff, the Planning Commission, and City Council continue to work with Placerville residents to establish affordable housing projects.

Program 21: The Revenue Bond Program was found not to be marketable. Therefore, the City of Placerville, the City of Lake Tahoe, and El Dorado County were unable to put together an effective revenue bond program to help lower interest for housing mortgages.

Program 22: In May of 1989 the final draft of the *Capacity Analysis Report* of the Hangtown Creek Waste Water Treatment Plant, City of Placerville, was completed by CWC-HDR Inc. This report was prepared as the first step in receiving state approval for expanding the plant's discharge into the American River. The Public Works Department is continuing to pursue this with the appropriate state agencies.

Program 23: See Program 22.

Program 24: The City has an ongoing Housing Rehabilitation Program which provides loans and grants for rehabilitation of ownership and rental properties. The City has been successful in receiving three Community Development Block Grants totaling \$1.2 million. All of these funds have been allocated to housing rehabilitation within the city. The City is currently preparing to submit a grant in 1990 for the renewal of the Housing Rehabilitation Program.

Program 25: The City has not adopted an ordinance regulating condominium conversion. The City has been actively reviewing state law which provides several requirements with which apartment conversions must comply. The City continues to work with private developers to find new and innovate ways to finance projects meeting the needs of lower and moderate income groups within the city. The City is currently working with California Rural Housing in order to construct 100 units of Self Help Housing within the City. This particular development would be coupled with a Community Development Block Grant.

Program 27: In the General Plan Update, City staff and the General Plan Advisory Committee reviewed sites throughout the city. The goal of the Committee was to identify sites throughout the city instead of concentrating such housing in one particular neighborhood or area. The Committee felt that this goal was successfully achieved.

Program 28: It continues to be a goal of the City to work with appropriate federal, state and regional agencies to promote open and fair housing choices and equal opportunity housing for all income groups. The City has monitored this situation and we have found that there are no major sources of complaints regarding fair and open housing. The City will continue to monitor the situation and should circumstances change, a more active program will be proposed.

Program 29: The City continues to communicate with state, regional and county agencies to provide affordable housing opportunities within the city. The majority of the City's efforts have been in two areas: 1) Housing rehabilitation loans; and 2) working with the development community to construct Farmers Home Administration Apartment Housing. The City is continually researching other means of providing affordable housing, such as utilization of Community Development Block Grants and other federal and state programs and consolidating these programs with private investments.

Program 30: The City has prepared Capital Improvement Programs for parks, fire department and public works department needs. New development is assessed its appropriate share of the cost for providing the services that it requires.

Program 31: The City continues to promote the use of passive and active solar systems in new and existing residential buildings. The City has found, however, that it is far more cost effective to ensure that adequate insulation and weatherization is provided in new and existing residential buildings. The City requires all new construction to undergo an energy audit to ensure that this construction meets minimum energy standards.

Program 32: The City Building Official actively participates on the City's Energy Management Committee and continues to work with other agencies to implement energy conservation programs. The City has worked closely with Pacific Gas & Electric to monitor new and innovative energy savings programs to promote energy conservation.

FINDINGS

- Placerville's housing is largely made up of single-family homes on small lots. Despite recent increases in multi-family home development, single-family homes continue to account for over 65 percent of Placerville's total housing stock.
- There appears to be an increasing need for smaller units, both ownership and rentals, to accommodate the needs of senior citizens, single residents, young married couples, and small families.
- City efforts to improve the condition of substandard housing should continue with particular focus on low income occupants of such units.
- In 1980, approximately 57 percent of the city's lower income households were overpaying for housing.
- Placerville does not have enough emergency or transitional housing to meet the needs of the homeless and those requiring emergency shelter.
- Under the revised General Plan, land suitable for residential development for a range of densities and housing types is available, more than adequate for meeting the city's fair share of regional housing needs.
- The average cost of a new home in Placerville in 1989 was \$150,000.

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GLOSSARY

Condominium - Ownership that enables a person to own an apartment or house in a development of similar units and hold a common or joint-ownership in common areas, hallways, entrances, elevators, etc. The owner has a deed to the individual unit, and, very likely, a mortgage on the unit, and also holds a common or joint ownership in all common areas, such as grounds, lobbies, and elevators. A condominium unit need not be occupied by the owner to be counted as such.

Contract Rent - The monthly rent agreed to, or contracted for, regardless of any furnishings, utilities, or services that may be included.

Dwelling Unit - One (1) or more habitable rooms which are designed to be occupied by one (1) family with facilities for living, sleeping, cooking, eating, and sanitation.

Family - Two or more persons, including the householder, who are related by birth, marriage, or adoption, and who live together as one household.

Gross Rent - Contract rent plus the estimated average monthly cost of utilities (water, electricity, gas) and fuels (oil, coal, kerosene, wood, etc.) to the extent that these are paid for by the renter (or paid for by a relative, welfare agency, or friend) in addition to the rent.

Household - The person or persons occupying a housing unit.

Housing Units - A house, apartment, mobilehome or trailer, group of rooms, or single room occupied as a separate living quarter or, if vacant, intended for occupancy as a separate living quarter. Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from the outside of the building or through a common hall.

Income Levels - Income categories are defined with respect to the area or county median income and are adjusted for household size, as follows:

Very Low Income - Less than 50% of the area or county median income.

Other Lower Income - Between 51% and 80% of the county median income.

Lower Income - Less than or equal to 80% of the county median income (i.e., combination of very low income and other lower income).

Moderate Income - Between 81% and 120% of the county median income.

Above Moderate Income - Above 120% of the county median income.

Mean - The average of a range of numbers.

Median - The mid-point in a range of numbers.

Multi-family Dwelling Unit - A building or portion thereof designed for or occupied by two (2) or more families living independently of each other, including duplexes, triplexes, quadruplexes, apartments, and condominiums.

Overcrowding - Households or occupied housing units with 1.01 or more persons per room.

Single Family Dwelling - A building or buildings designed for or occupied exclusively by one (1) family, excluding a mobilehome. Includes both detached and attached (townhouses) single family units.

Year-round Housing Units - All occupied units plus vacant units intended for year-round use, but excluding vacant units held for seasonal use or migratory labor.

APPENDIX II-A

1984 HOUSING ELEMENT PROGRAMS AND DESCRIPTIONS

Housing Programs

Residential Opportunities and Development

The intent of these programs is to provide a range of housing choices with public services necessary to support residential development. Specifically, these programs address the problems of limited availability of buildable land, the need for a better mixture of housing types, the need for more apartments and rental units, and the concerns regarding overcrowding and lack of mobility.

Program 1: Use Housing Expansion Areas Map, Map 2, to guide future residential developments according to the indicated housing type and density. Maintain existing R-2 zoning designations on vacant lands identified as suitable for residential development, in order to encourage development of affordable housing for low and moderate income households.

Responsibility: Planning Department, Planning Commission

Program 2: Review areas designated as "study areas" on the Housing Expansion Map to determine where rezoning is feasible and service requirements can be met, in order to increase densities, especially for manufactured housing and mobile homes in low density areas, and for high density designations. Reserve areas for high density development which have access, water and sewer immediately available.

Responsibility: Planning Department, Planning Commission, City Council

Program 3: Actively evaluate the feasibility of forming service districts to extend services to areas shown on the Housing Expansion Map, and encourage the formation of such districts if determined feasible. Also, actively explore the use of Small Cities Block Grant funds to finance or partially finance such improvements. Extension of services should be given priority for high and medium density sites, as indicated on Map 2.

Responsibility: Planning Department, City Council

Program 4: The City will conduct a public hearing and will prepare an ordinance which will permit mixed uses, such as commercial and residential, as part of any downtown revitalization program.

Responsibility: Planning Commission, City Council

Program 5: The City will provide a mix of residential zone districts for lands that annex to the City.

Responsibility: City Council, LAFCO

Program 6: The City will actively look into, help identify, facilitate and solicit federal and State funding, if available, for the construction of rental apartment units.

Possible Funding Sources: HUD Section 8; Farmers Home Administration, Section 515; State Rental Housing Construction Program

Responsibility: Planning Department, El Dorado County Community Programs

Program 7: Enact ordinance to allow one secondary rental dwelling unit on lots with existing single family residences. Encourage conversion of large, older houses into duplexes or triplexes, where uses are consistent with public service requirements.

Responsibility: Planning Commission

Program 8: Adopt a new General Plan designation of Low-Medium Density Residential which would be compatible with R1-6,000 and R1-10,000 zoning classifications.

Responsibility: Planning Commission, City Council

Program 9: Consider impact of rezoning lands upon the real availability of lands for residential development during review of rezoning applications to the City.

Responsibility: Planning Commission, City Council

Affordability

These programs are directed toward providing affordable housing to the majority of the City's residents, who are of low or moderate income. They also address concerns that no low or moderate cost housing is being built; that large lot developments are no longer affordable; that overpayment for housing is occurring; and that the cost of providing services are adding to housing costs.

Program 10: Establish a modular/manufactured Mobile Home Zone District in R-1 areas that will create smaller lots for these housing types and therefore encourage the production of affordable housing.

Responsibility: Planning Commission, City Council

Program 11: Revise Zoning Ordinance to allow attached single family dwellings (with a minimum of 2,000 square feet) in the R-2 zone district. Such a revision will result in "zero lot lines" and will help facilitate construction of affordable housing.

Responsibility: Planning Commission, City Council

Program 12: Limit lot splits in R-2 zones so that parcels smaller than 5 acres are not created. Because there are few large parcels within this designation and because, as large parcels become smaller, more development constraints result, this limitation would help to keep larger, viable parcels intact for multi-family residential development.

Responsibility: Planning Commission, City Council

Program 13: The City will actively review the Zoning Ordinance to determine where modifications could be made, such as changes in lot coverage or setbacks, or decreasing unit sizes, in an effort to make more land available for affordable housing. When potential modifications are identified, public hearings will be held to review the changes.

Responsibility: Planning Department, Planning Commission, City Council

Program 14: Revise Zoning Ordinance to allow for efficiency units smaller than 400 square feet in multifamily zones.

Responsibility: Planning Commission, City Council

Program 15: Revise Zoning Ordinance to reduce the parking standard of two spaces per unit for efficiency residential units.

Responsibility: Planning Commission, City Council

Program 16: The City will review the design standards for: 1) the width of sidewalks; and 2) requiring sidewalks on both sides of the street, in order to consider reducing the current requirements. An ordinance will be prepared and a hearing will be held to consider this change.

Responsibility: Planning Commission, City Council.

Program 17: The City will review development processing procedures and fees to determine whether and how the process can be streamlined to help reduce the costs of new development.

Responsibility: Planning Department

Program 18: The City will actively evaluate and coordinate all opportunities for providing services to new developments, including phased capital improvement plans, formation of assessment districts, joint powers agreements, federal and State grants, and issuance of special bonds.

Possible Funding Sources: Community Development Block Grants

Responsibility: City Council, Special Districts

Program 19: The City will identify, facilitate and solicit federal and state funding assistance, if available, for mortgage assistance and rent subsidies.

Possible Funding Sources: HUD Section 8, Farmers Home Administration Section 502, California Housing Finance Agency's Home Ownership and Home Improvement Loan Program (HOHI)

Responsibility: Planning Department

Program 20: Involve neighborhood residents in pre-hearing informal meetings with developers and staff in order to resolve issues regarding proposed affordable housing projects.

Program 21: The City will participate with the County in a tax-exempt revenue bond program to provide lower than market rate interest for housing mortgages.

Responsibility: Planning Department

Program 22: Investigate the possibility of requesting the State to change its current standards of discharge into the American River to the standard which exists for the Consumnes River.

Responsibility: Planning Commission, City Council

Program 23: The City will actively lobby the State Legislature, Governor, and the Water Quality Board to allow the expansion of the existing sewage plant at the current location without the addition of expensive treatment systems.

Responsibility: Planning Commission, City Council.

Housing Preservation

These programs address the problems of rehabilitating substandard housing and the need to maintain existing housing units.

Program 24: The City will apply for and encourage maximum utilization of federal and State funds for low interest loans and grants for the rehabilitation of ownership and rental properties.

Possible Funding Sources: Farmers Home Administration Section 504, Community Development Block Grant, HUD Section 8 Rehabilitation Program

Responsibility: Planning Department

Program 25: The City will prepare and adopt an ordinance to regulate conversion of apartments to condominiums in order to prevent a negative impact on rentals and the availability of rentals.

Responsibility: City Council

Special Housing Needs and Accessible Housing

The following program is supplemental to those previously identified for increasing housing opportunities. It is directed toward those residents of the City who have special housing needs, such as small families and the elderly.

Program 26: Encourage maximum use of public and private funds to help solve special housing problems.

Possible Funding Sources: HUD, Section 202

Responsibility: Planning Department

Program 27: Distribute available housing subsidies to available sites in neighborhoods throughout the City to avoid the formation of concentrations of such housing.

Program 28: Cooperate with federal, state and regional agencies to promote open housing choice and equal opportunity housing and actively support, provide staff assistance for, and participate in the current ongoing effort of the Community Housing Resource Board of the El Dorado County Board of Realtors, whose primary

purpose is to prohibit discrimination in housing based on race, color, religion, sex or national origin.

Interjurisdictional Cooperation and Coordination

These programs are intended to stimulate policy coordination between governmental agencies and special districts, whose decisions may affect housing development. The concern regarding the need for long range service planning is also addressed.

Program 29: Cooperate to the maximum extent feasible with all public agencies, special districts, nonprofit housing organizations, and local lending institutions in mutual efforts to provide affordable housing.

Responsibility: Planning Department, City Council

Program 30: Prepare and utilize a format for evaluating immediate and long range public service capacities and costs resulting from new developments in order to assure the City's ability to provide and maintain necessary public improvements in new and existing neighborhoods.

Responsibility: Planning Department

Energy Conservation

The purpose of these programs is to involve the City in the promotion of energy conservation measures.

Program 31: Promote the use of passive and active solar systems in new and existing residential buildings.

Responsibility: Planning Department

Program 32: Activate the City's Energy Management Committee to work with other agencies and utilities to implement energy conservation programs.

Responsibility: City Council

III. POPULATION

CHAPTER III

POPULATION

INTRODUCTION

If a city is to effectively establish land use patterns and set policies regarding housing and public facilities and services, it must first have a clear understanding of who lives in the community and how the population has changed and is expected to further change. This chapter reviews historical population trends, current demographics, and population projections for both the City of Placerville and El Dorado County as a whole.

HISTORICAL POPULATION GROWTH

The City of Placerville has experienced relatively steady historical growth and is expected continue growing steadily. Figure III-1 depicts historical and projected populations for the city graphically. As the figure indicates, Placerville, while it has grown steadily, has not grown as rapidly as El Dorado County. In 1930, for instance, Placerville's population represented 28 percent of the countywide total; today the city's population of 7,381 represents 63 percent. Table III-1 shows population growth since 1920 for Placerville and El Dorado as well. How the City's share of the County's population has decreased.

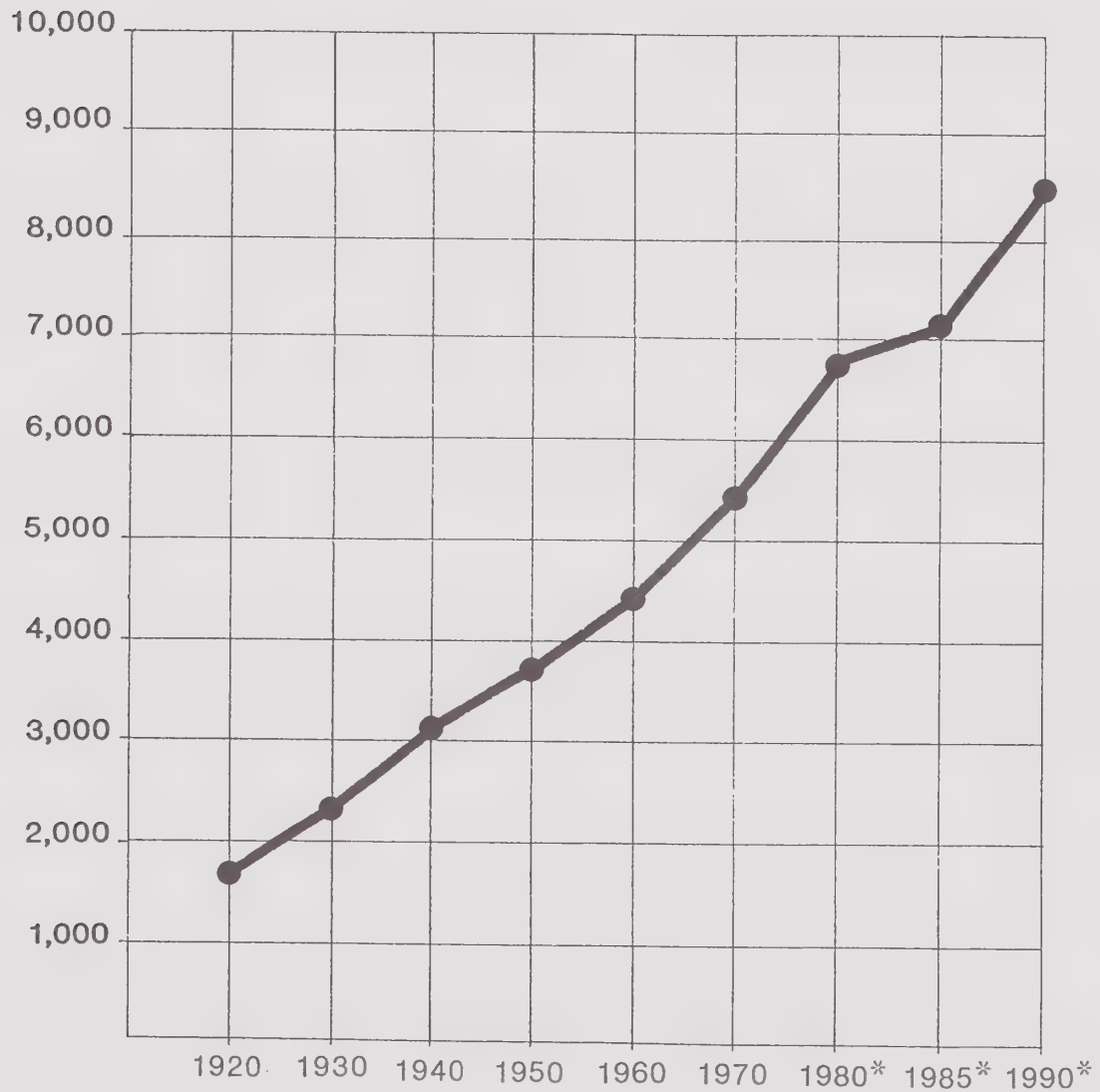
TABLE III-1
HISTORICAL POPULATION GROWTH
Placerville and El Dorado County
1920-1987

Year	Placerville	El Dorado County	City as Percentage of County
1920	1,690	6,426	26.3
1930	2,322	8,325	27.9
1940	3,064	13,229	23.2
1950	3,749	16,207	23.1
1960	4,439	29,390	15.1
1970	5,416	43,833	12.4
1980	6,739	85,812	7.9
1981	6,744	92,340	7.6
1982	6,880	92,340	7.5
1983	7,067	95,235	7.4
1984	7,187	97,591	7.4
1985	7,153	101,160	7.1
1986	7,246	105,666	6.9
1987	7,381	110,016	6.7
1988	7,992	116,673	6.8

Sources: U.S. Bureau of the Census, 1920-1980; California Department of Finance, 1981-1988

Figure III-1

POPULATION GROWTH



Source: U.S. Bureau of the Census

*California Dept. of Finance

POPULATION CHARACTERISTICS

The population composition of Placerville differs markedly in a number of respects from both El Dorado County and the State of California.

The first of these is age. In 1980, the median age in Placerville was 35.8 years, while the countywide and statewide medians were 31.6 years and 29.9 years, respectively. Another indication of Placerville's significantly older population is the percentage of its residents aged 65 years and older. In the last five censuses, this percentage has grown progressively larger, from 11.4 percent, to 11.9 percent, to 13.2 percent, to 17.2 percent, and finally to 20.9 percent in 1980. In stark contrast, in 1980, the percentage of the population 65 or over was only 9.9 percent countywide and 10.2 percent statewide.

The primary explanation for the overall advanced age of Placerville residents is the city's attractiveness as a retirement community. There is, in addition, some indication that younger residents are moving away from Placerville to areas with more favorable employment markets and lower housing costs.

A number of general plan issues are raised as a result of the concentration of older citizens. For example, seniors are often on fixed incomes and, therefore, must receive some sort of special consideration regarding the provision of housing. Seniors also put different demands on public facilities and services, such as recreation or medical care facilities. Both of these concerns are addressed in other sections of this report.

Table III-2 shows how the age distribution of Placerville's population has evolved since 1940.

Another notable aspect of Placerville's population is its gender distribution. As Table III-3 indicates, the population of Placerville has become increasingly female through the years. The 1980 percentage of females was, at 53.5 percent, significantly higher than either the state (50.7 percent) or El Dorado (49.8 percent).

The extraordinarily large difference between the number of males and females in Placerville is closely related to the city's age distribution. Of the city's 2,167 residents aged 55 or older in 1980, over 60 percent were female. This phenomenon is accounted for largely by the fact that women simply have a longer life expectancy than men. Because nearly a third of Placerville's population is over 55, the overall sex distribution is thus skewed toward the female side.

TABLE III-2

POPULATION DISTRIBUTION BY AGE
Placerville 1940-1980
El Dorado County and California 1980

Age	<u>1940</u>		<u>1950</u>		<u>1960</u>		<u>1970</u>		<u>1980</u>		<u>E.D.</u>	<u>CA</u>
	#	%	#	%	#	%	#	%	#	%	%	%
Under 5	198	6.5	351	9.4	413	9.3	322	5.9	424	6.3	6.6	7.2
5-9	174	5.7	313	8.3	370	8.3	465	8.6	379	5.6	6.6	7.0
10-14	181	5.9	258	6.9	401	9.0	502	9.3	381	5.7	7.7	7.6
15-19	227	7.4	184	4.9	303	6.8	453	8.4	562	8.3	7.9	9.0
20-24	237	7.7	235	6.3	227	5.1	328	6.1	573	8.5	7.9	10.0
25-29	301	9.8	261	7.0	216	4.9	292	5.4	570	8.5	10.2	9.4
30-34	302	9.8	265	7.1	265	6.0	268	4.9	428	6.3	9.9	8.5
35-39	215	7.0	316	8.4	310	7.0	246	4.5	358	5.3	7.1	6.5
40-44	185	6.0	291	7.8	316	7.1	300	5.5	278	4.1	5.5	5.3
45-49	203	6.6	266	7.1	324	7.3	334	6.2	297	4.4	4.9	4.9
50-54	185	6.0	196	5.2	273	6.2	312	5.8	322	4.8	5.1	5.1
55-59	172	5.6	165	4.4	237	5.3	351	6.5	367	5.4	5.6	5.1
60-64	136	4.4	200	5.3	198	4.5	313	5.8	394	5.8	5.1	4.2
65-69	119	3.9	168	4.5	168	3.8	287	5.3	433	6.4	4.2	3.5
70-74	103	3.4	118	3.1	182	4.1	218	4.0	371	5.5	2.6	2.7
75+	126	4.1	162	4.3	236	5.3	425	7.8	602	8.9	3.0	4.0
Total	3,064		3,749		4,439		5,416		6,739			

Source: U.S. Bureau of the Census

TABLE III-3**POPULATION DISTRIBUTION BY SEX
Placerville
1940-1980**

		Male	Female
Placerville	1940	51.8%	48.2%
	1950	50.7	49.3
	1960	49.2	50.8
	1970	47.4	52.6
	1980	46.5	53.5
El Dorado County	1980	50.2	49.8
California	1980	49.3	50.7

Source: U.S Bureau of the Census

The ethnic composition of a community is another important demographic indicator. Table III-4 shows the ethnic makeup of Placerville, El Dorado County, and California as indicated in the 1980 census. While Placerville does not differ significantly from the county as a whole, the differences between the city and the state are dramatic.

TABLE III-4**POPULATION DISTRIBUTION BY ETHNICITY
Placerville, El Dorado County, and California
1980**

	Placerville	El Dorado County	California
White	94.1%	92.9%	66.6%
Black	0.2	0.3	7.5
Asian	1.4	1.8	1.8
Spanish	3.8	4.6	19.2
Other	0.5	0.3	1.0

Source: U.S. Bureau of the Census, 1980

Household size is also indicator of demographic change. A household is any group living together in a residence, whether related or unrelated. Over the years, average household size has declined steadily nationwide; Placerville has been no exception. Between 1970 and 1980, household size in the city decreased from 2.6 to 2.3. The current size is estimated to be slightly under 2.3 persons per household (pph). The average household size in both El Dorado County and statewide was about 2.6 pph in 1980.

Household size is significant as a planning issue simply because, as the size of households becomes smaller, the size of housing units needed becomes smaller. This issue is addressed in the housing section of this report.

Table III-5 shows a comparative breakdown of family composition for Placerville, El Dorado County, and California. As the table indicates, Placerville has a significantly lower percentage of families and married couples with children than either the county or the state. On the other hand, the City has a higher percentage of single female householders with children (70.8) than both the county (67.2) and the state (64.6).

TABLE III-5
FAMILIES WITH CHILDREN
Placerville, El Dorado County, and California
1980

	Placerville	El Dorado County	California
Total Families	1,866	23,974	
With Children	837 (44.9%)	11,557 (48.2%)	51.5%
Married Couples	1,514	21,103	
With Children	608 (40.2%)	9,717 (46.0%)	49.6%
Single Female Householder	284	2,103	
With Children	201 (70.8%)	1,423 (67.2%)	64.6%

Source: U.S. Bureau of the Census

The residential patterns of Placerville households indicate that the community is relatively stable, especially when compared with El Dorado County as a whole. Table III-6 indicates patterns of residential movement between 1975 and 1980 for Placerville, the county, and the state as tabulated for the 1980 census. Note that while 69.6 percent of Placerville's residents had remained in El Dorado County throughout the five year period, only 48.6 percent of the residents countywide had done so.

TABLE III-6**RESIDENTIAL PATTERNS
Placerville, El Dorado County, and Placerville
1975-1980**

Place of Residence	Placerville	El Dorado County	California
Same House	2,707 (43.1%)	25,331 (31.6%)	44.6%
Different House Same County	1,663 (26.5%)	13,679 (17.0%)	30.2%
Different County Same State	1,598 (25.4%)	33,960 (42.3%)	12.1%
Different State	279 (4.4%)	6,102 (7.6%)	8.5%
Abroad	34 (0.5%)	1,147 (1.4%)	4.6%

Source: U.S. Bureau of the Census

POPULATION PROJECTIONS

Population growth in El Dorado County has far outpaced that of Placerville. While the county population increased by 95.5 percent between 1970 and 1980, city population increased by only 24.4 percent. During that same period, Placerville's population as a percentage of the countywide total decreased from 12.4 percent to 7.9 percent; Placerville's residents currently (1987) constitute 7 percent of the county population. El Dorado County's population is expected to continue growing at a greater rate than Placerville's through the rest of the decade. Projections indicate that by 1990 Placerville's population will grow to 8,232 and will account for about 6.4 percent of the county's population of 128,295. According to Department of Finance projections, by the year 2000, El Dorado County will have a population of almost 170,000 and, by 2020, the county's population will have reached nearly 250,000. If Placerville retains its projected 1990 share of the county population, by 2020 it will have grown to a population of nearly 16,000. Given the city's physical limitations to growth, however, it is unlikely that this population will be realized.

FINDINGS

- Placerville's population is significantly older than that of El Dorado County and California. In 1980, the median age in Placerville was 35.8 years, while countywide and state medians were 31.6 and 29.9 respectively.
- Placerville has a significantly lower percentage of families and married couples with children than either the county or state.
- Placerville's population is quite stable, having moved much less often between 1975 and 1980 than either the state or county.
- Placerville has shown relatively modest growth in recent years. While El Dorado County's population has increased by 142.0 percent between 1970 and 1986, Placerville's has grown by only 34.4 percent.

INFORMATION SOURCES

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IV. ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS

CHAPTER IV

ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS

INTRODUCTION

Long-range city development plans must be based on the economic realities of the marketplace and the fiscal constraints on the ability of the City of Placerville to provide services for both existing and future development. This chapter reviews the market activity affecting the demand for commercial and industrial development, assesses the fiscal considerations--both revenue sources and expenditures--that affect the City's capacity to provide services, and profiles the city's existing employment base. It is not a detailed market assessment of the demand for any particular type of use and it should not be used without more detailed analysis for establishing City fiscal policy. These purposes are beyond the scope of the General Plan.

RETAIL MARKET ACTIVITY

Placerville has an extremely strong local retail market. This is due primarily to the fact that the city serves as the retail center for a large regional area. The city's retail market area (the region from which most customers are drawn) varies for different types of stores.

For the purposes of this analysis, Placerville's retail stores are grouped into four general categories based on the type of goods they sell: 1) stores offering convenience goods, 2) stores offering comparison goods, 3) eating and drinking places, and 4) other retail stores.

Convenience goods include groceries and pharmaceutical goods. As the name implies, convenience goods are purchased frequently and regularly and constitute the items most shoppers buy on a weekly or daily basis. Because they are purchased relatively often, most shoppers are unwilling to travel far for convenience goods and place a premium on their availability near home or work.

Stores offering comparison goods include department stores, apparel stores, home furnishing and appliance stores, jewelry stores, sporting goods stores, photo and music stores, and other specialty stores. Comparison goods are not purchased as frequently as convenience goods and are typically more expensive. Their higher unit cost encourages shoppers to compare the goods offered at several stores. As a consequence, shoppers are willing to travel farther to purchase comparison goods. The market area for comparison is, thus, larger than for convenience goods.

Eating and drinking places include restaurants and bars. The size of the market area for eating and drinking places can vary by the type of establishment. Restaurants generally attract customers from a relatively large area, but bar patrons are normally local residents. The market area for eating and drinking establishments is typically larger than for convenience goods.

Other retail stores include lumber and building materials stores, auto dealers, auto supply stores, and service stations. These stores typically draw their customers from a relatively large area.

In general, then, the market area for convenience goods usually is limited to the immediate local area and the market area for comparison goods, eating and drinking places, and other retail stores extends to communities farther away. In Placerville, the market area for stores selling convenience goods generally includes the city and its surrounding rural areas. For

comparison goods, the market area encompasses most of the western slope. Because of Placerville's location on the Highway 50, local eating and drinking establishments not only draw customers from the western slope area, but also attract numerous travelers, who find Placerville's eating spots conveniently situated. For other retail stores, Placerville performs extremely well, primarily because of its high volume of automobile sales, which constitute over a quarter of the city's taxable retail sales. The market for these stores extends throughout the entire county and into Sacramento and neighboring counties.

Retail Sales Activity

Placerville has a very high level of taxable retail sales for a city of its size. Total taxable sales amounted to about \$146 million in 1985 and taxable retail sales were about \$127 million. Food for home consumption and prescription medicine account for nearly all of nontaxable sales, but totals for such activity are not available.

The relative strength of retail activity in Placerville can be seen comparing per capita sales in Placerville with per capita sales in other areas. Total per capita taxable sales in Placerville during 1985 exceeded per capita sales in South Lake Tahoe by 142 percent and the state average by 155 percent. Placerville's per capita sales are higher because stores in Placerville are attractive to not only city residents, but also to shoppers from throughout the region. Generally, per capita sales that are significantly higher than the state average indicate an inflow of regional shoppers and sales to city stores. Per capita sales that are significantly lower than the state average indicate that many residents go to other communities to do their shopping.

Placerville's per capita sales are high for all retail goods, exceeding the comparable per capita sales in the state as a whole and in South Lake Tahoe for all categories. Sales of convenience goods are high because the city's grocery and drug stores are the closest major stores of these types for a large rural area surrounding Placerville. High per capita sales for comparison goods also indicate that stores offering such goods serve a large region. Placerville's location on Highway 50 is primarily responsible for making its per capita sales at eating and drinking establishments so much higher than both South Lake Tahoe and California. The extremely high per capita sales other retail stores in Placerville are attributable to the popularity of the city's automobile dealers and building materials suppliers. Again, for all categories of retail stores, shoppers from outside of the city constitute a very large share of the Placerville's taxable retail sales activity.

Outlook for Future Retail Sales Activity

It is anticipated that all categories of retail sales in Placerville will remain strong well into the future. The primary concern is that the continued eastward growth of the Sacramento urban area will eventually cut into Placerville's share of the regional market, particularly on the lower western slope. As Sacramento growth moves closer to Placerville, so will retail establishments that will compete directly with what are now Placerville's relatively isolated markets.

EMPLOYMENT

One of the most important aspects of a city's economic profile is its employment base. Several characteristics of the local labor force offer insight for preparation of the revised general plan. Among these are the industrial and occupational breakdowns of the workforce, local employment and unemployment rates, and the income distribution statistics of the population. At the city level, the U.S. Census is the primary source of such information. As a result, the most up-to-

date employment data available for the City of Placerville reflects conditions as of 1979. The City's employment base has, however, changed very little since then. The proportional distribution of workers in various industries and occupations, thus, can be assumed to have remained the same. Table IV-1 indicates the breakdown of workers by class, according to the Census Bureau's classification system and Table IV-2 list the percentage of employees falling into each of the Census Bureau's industrial classifications. These tables illustrate the most significant differences between the city and the county. While the City of Placerville is much more reliant on government employment than the county as a whole (31.3 percent of the labor force compared with 18.5 percent), it is much less dependent on personal entertainment and recreation services (4.8 percent for the city and 21.7 percent for the county). These differences are accounted for by Placerville's position as the county seat of government and by the predominance of visitor-serving industry in the eastern part of the county.

The differences in the relative employment bases of the city and county make estimation of the unemployment statistics for Placerville difficult. While the California Employment Development Department (EDD) tabulates monthly rates for the county, it does not do so for the city. Normally, city estimates can be extrapolated from county figures, but because of labor force differences between the city and county, this cannot be done with acceptable accuracy for the City of Placerville. Estimates of employment data must, therefore, be made using knowledge of unique local labor market activity.

TABLE IV-1
WORKERS BY CLASS
Placerville and El Dorado County
1980

Class of Worker	Placerville	El Dorado County
Private Wage and Salary	57.2	68.4
Federal Government	3.1	3.3
State Government	3.2	4.1
Local Government	25.0	11.1
Self-Employed	11.1	12.3
Unpaid Family	0.4	0.8

Source: U.S. Bureau of Census, 1980

TABLE IV-2

INDUSTRIAL CLASSIFICATION OF WORKERS
Placerville and El Dorado County
1980

Industry	Placerville	El Dorado County
Agriculture, Forestry, Fisheries, and Mining	5.3	3.5
Construction	6.4	9.0
Nondurable Goods Manufacturing	3.0	2.0
Durable Goods Manufacturing	2.9	4.1
Transportation	1.5	2.7
Communications and other Public Utilities	3.5	3.8
Wholesale Trade	2.5	2.6
Retail Trade	21.5	18.1
Finance, Insurance, and Real Estate	9.2	6.4
Business and Repair Services	5.0	3.5
Personal, Entertainment, Recreation Services	4.8	21.7
Health Services	6.9	4.4
Educational Services	11.9	7.1
Other Professional and Related Services	4.0	3.6
Public Administration	11.5	7.4

Source: U.S. Bureau of the Census, 1980

FISCAL CONSIDERATIONS

The City of Placerville provides a variety of services to local residents and businesses. These services include police and fire protection, water and sewer service, refuse collection, parks and recreation programs, and street maintenance. To finance these services, the City's budget includes five different fund categories: General, Special Revenue, Capital Projects, Debt Service, and Enterprise. All City revenues and expenditures are allocated among these funds, with the General Fund constituting, by far, the most important. Table IV-3 presents a breakdown of these revenues and expenditures as tabulated for the 1984-85 fiscal year. Note that over 65 percent of the City's revenues were channelled through the General Fund, while almost 60 percent of the expenditures were spent on General Fund programs.

TABLE IV-3
REVENUES AND EXPENDITURES BY FUND
Fiscal Year 1984-85

<u>REVENUES</u>		
Category	Amount Collected	Percentage of Total
General Fund	\$2,996,038	65.3%
Special Revenue Funds	204,513	4.5
Capital Projects	123,071	2.7
Debt Service Funds	438,067	9.6
Enterprise Funds	824,995	18.0
Total	\$4,586,684	100.0%

<u>EXPENDITURES</u>		
Category	Amount Spent	Percentage of Total
General Fund	\$2,914,146	59.5%
Special Revenue Funds	443,270	9.1
Capital Projects	251,084	5.1
Debt Service Funds	308,253	6.3
Enterprise Funds	980,156	20.0
Total	\$4,896,909	100.0%

Source: City of Placerville

While these fund comparisons are helpful, they do not offer the sort of information that the categorical comparisons in Table IV-4 do. Revenues are classified according to specific sources, such as various taxes, fees, and service charges. The largest single source of income was the sales tax, which amounted to slightly under 30 percent of the City's total revenues. The importance of these sales tax receipts is discussed earlier in this chapter. The second largest revenue category, "charges for services," was slightly smaller at just over 29 percent, but was much less significant because most of the funds collected through this source are in turn spent to provide the services for which they are charged.

Expenditures are listed according to the specific operations which they support. For instance, the largest single category is Public Safety (police and fire protection), which accounted for almost a third of the City's total budget expenditures. The second largest category was Enterprise Operations with 20.6 percent of the total. This category again is somewhat deceiving because enterprise operations are funded almost exclusively by charges to users of the services they provide.

TABLE IV-4
REVENUES AND EXPENDITURES BY CATEGORY
Fiscal Year 1984-85

REVENUES

Category	Amount Collected	Percentage of Total
Property Taxes	\$ 501,556	10.2%
Other Taxes	1,584,042	32.3
Assessment District Collections	237,609	4.9
Licenses and Permits	111,546	2.3
Fines and Forfeits	178,402	3.6
Use of Money and Property	73,559	1.5
Intergovernmental Transfers	734,525	15.0
Charges for Services	1,426,940	29.1
Other Revenues	48,729	1.0
Total	\$4,896,908	100.0%

EXPENDITURES

Category	Amount Spent	Percentage of Total
General Government	\$ 648,050	14.1%
Public Safety	1,516,377	33.1
Parking Facilities	92,288	2.0
Highways and Streets	508,283	11.1
Culture and Recreation	441,029	9.6
Debt Service	438,067	9.6
Enterprise Operations	942,591	20.6
Total	\$4,586,685	100.0%

Source: City of Placerville Budget Audit Report for Fiscal Year 1984-85

Several issues arise when the discussion of revenues and expenditures is focused on the future physical growth of Placerville. The two most important sources of revenue pertaining to growth are property and sales taxes. Typically when a city grows, both of these sources of income increase to accommodate expenditures which are necessitated by growth. Additional property taxes are collected on all newly annexed or improved properties and additional sales taxes are collected on increased sales generated within the city limits. Revenues and expenditures from the growth of the city will thus hopefully at least balance out, and will possibly generate surplus revenues.

In the case of Placerville, however, the situation is not so optimistic. Because of the City's agreement with El Dorado County to forgo additional property tax revenues on newly annexed land until it either changes owners or is further improved, at which time only 20 percent of the additional revenues will accrue to the City, future growth of the city will not be as advantageous as it could be.

Where sales taxes are concerned, the situation is more positive. Because the City has historically relied on a very strong commercial base as a result of its location on Highway 50 and its relative distance from competitive markets, sales tax receipts have provided a higher level of income than most cities of Placerville's size enjoy. While the city will continue to benefit from tourist and visitor related commercial activity, competition from commercial markets on the lower western slope and in the growing Sacramento metropolitan area will inhibit increased growth of sales tax collections within the city. The city's central commercial core is also somewhat limited physically in terms of expansion, so the existing strength of the market can be expanded only to a limited extent.

Thus, as the earlier-mentioned Sphere of Influence Study indicated, unless changes are made in the distribution formula for property taxes, future annexations will not benefit the City as they could and should. Commercial and industrial growth will also have to be planned carefully so as to gain the most advantageous position possible in the constantly changing regional market situation.

FINDINGS

- Due to its position as a regional commercial center, retail market activity in Placerville has historically been very healthy, as exhibited by high levels of taxable retail sales.
- Continued eastward growth of the Sacramento urban area could cut significantly into Placerville's share of a previously very isolated regional market.
- Due in part to its position as the county seat for El Dorado County, Placerville is heavily reliant on government employment.
- Because of the City's annexation policy agreement with El Dorado County, Placerville does not derive the fiscal benefits of physical growth that it should.

INFORMATION SOURCES

- 1 California State Board of Equalization, *Annual Report*, 1984-85.
- 2 California State Board of Equalization, *Taxable Sales in California, (Sales and Use Tax) Twenty-Fourth Annual Report*, 1984.
- 3 City of Placerville, *1984-85 Annual Budget: A Plan for City Services*, July 24, 1984.
- 4 City of Placerville, *Budget Audit Report for Fiscal Year 1984-85*.
- 5 Sierra Planning Organization/Sierra Economic Development District, *Economic Profile*.
- 6 Sierra Economic Development District, *Statistical Abstract*, El Dorado County Edition, April 1986.

V. TRANSPORTATION

CHAPTER V

TRANSPORTATION

INTRODUCTION

A city is both defined and constrained by the network of highways, roads, streets, and transit services that move its residents through and in and out of the city. Concerns over the adequacy of Placerville's transportation network have become very acute lately as increasing attention has been focused on the traffic-inducing implications of development. This chapter discusses Placerville's transportation system and services, including streets and roads, parking, bus service, rail service, and air service.

STREET AND ROAD SYSTEM

This section describes and assesses existing traffic conditions in Placerville. The data presented in this section, obtained primarily from the Placerville Public Works Department, is the most recent information available regarding the existing streets and highways within the city. This section describes the roadway system, presents the traffic volume levels and traffic and accident patterns, identifies existing problem areas, and summarizes transportation issues, opportunities, and constraints.

Community Perceptions of Existing Conditions and Problems

The issues identification phase of this general plan revision process highlighted several perceived general circulation and traffic problems:

- There is currently too much traffic congestion in town and circulation patterns are poor
- Highway 50 contributes heavily to the city's traffic congestion and circulation problems
- Narrow street widths and steepness of some roadways are seen as problems
- Parking is inadequate downtown and in some residential areas

Natural and Man-Made Constraints

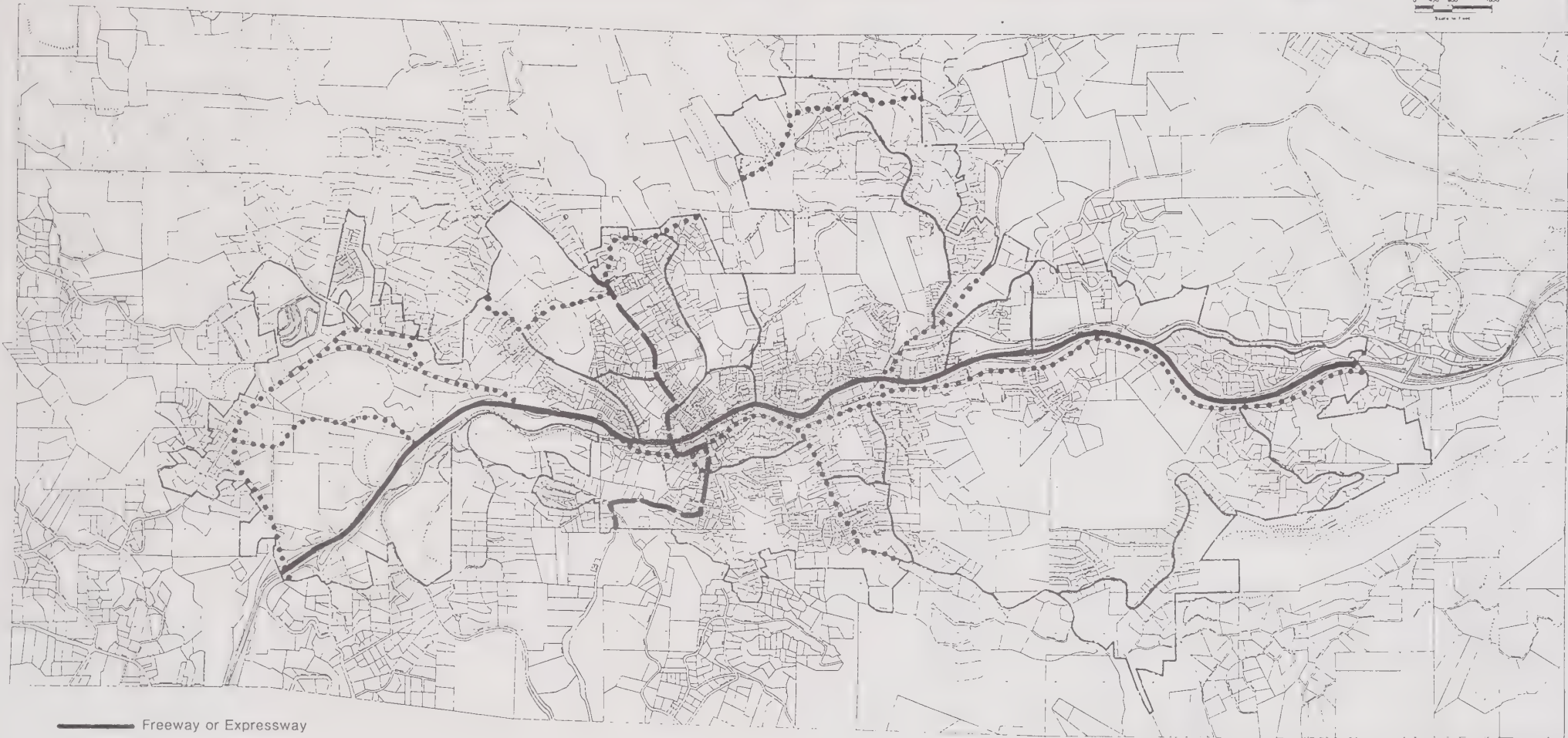
Natural and man-made constraints on the city's circulation system are those local physical features that limit existing and future roadway connections and alignments, and thereby constrain the community's access and circulation capacity.

The three most important physical constraints on the city's circulation are:

- Highway 50, which runs east-west through the middle of the city at-grade with signalized intersections;
- The Southern Pacific Railroad, which runs parallel and adjacent to Highway 50 through the city; and
- The hilly terrain that borders the city in virtually every direction.

STREET & ROAD SYSTEM-FUNCTIONAL CLASSIFICATION

LEGEND
City Limits
Property Lines
Railroad
Roads, R/W
Roads, non-R/W



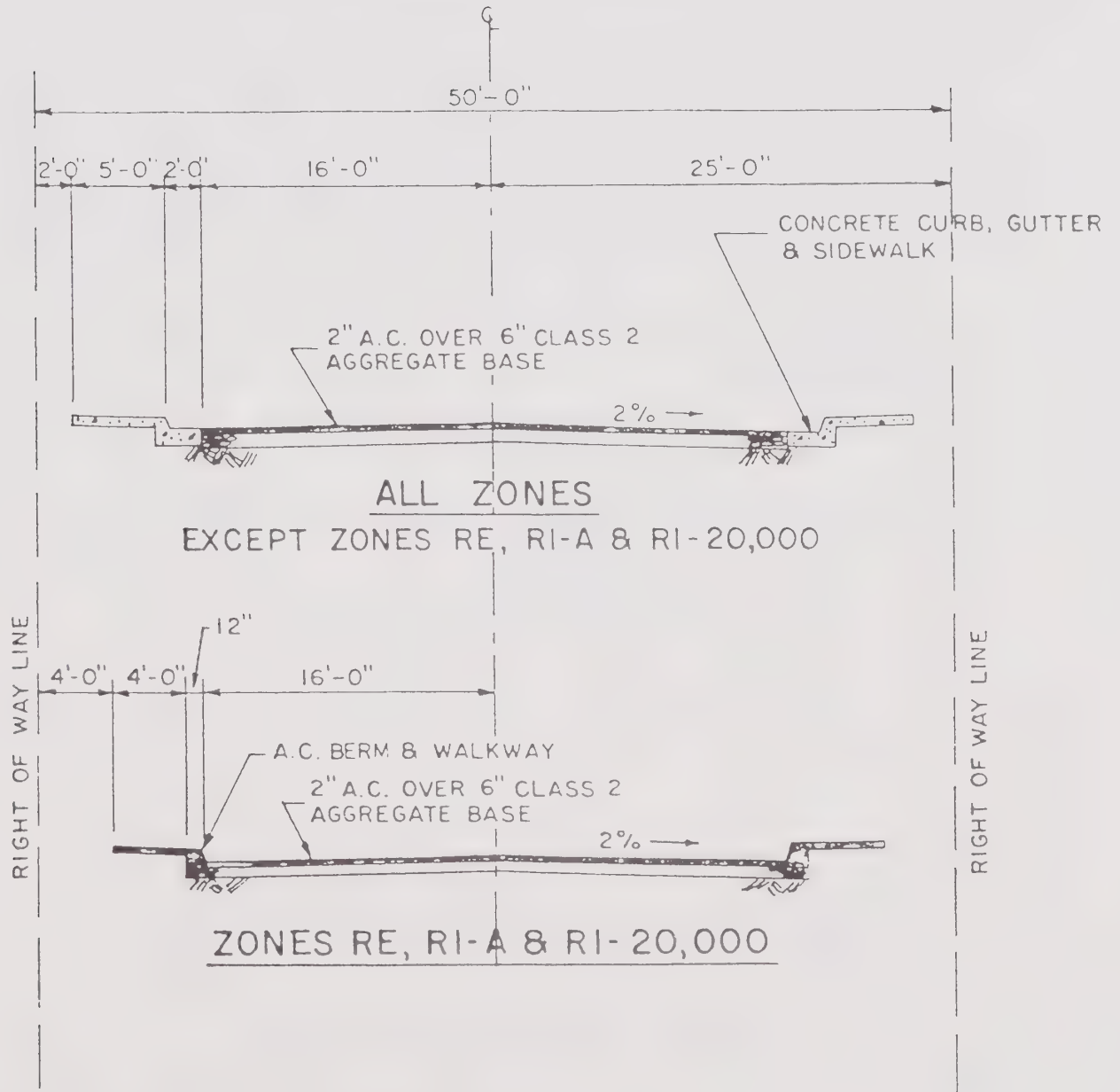
- Freeway or Expressway
- Principal Arterials
- Minor Arterials
- Collector Streets

Figure V-1

Figure V-2

STREET STANDARDS

Local Streets



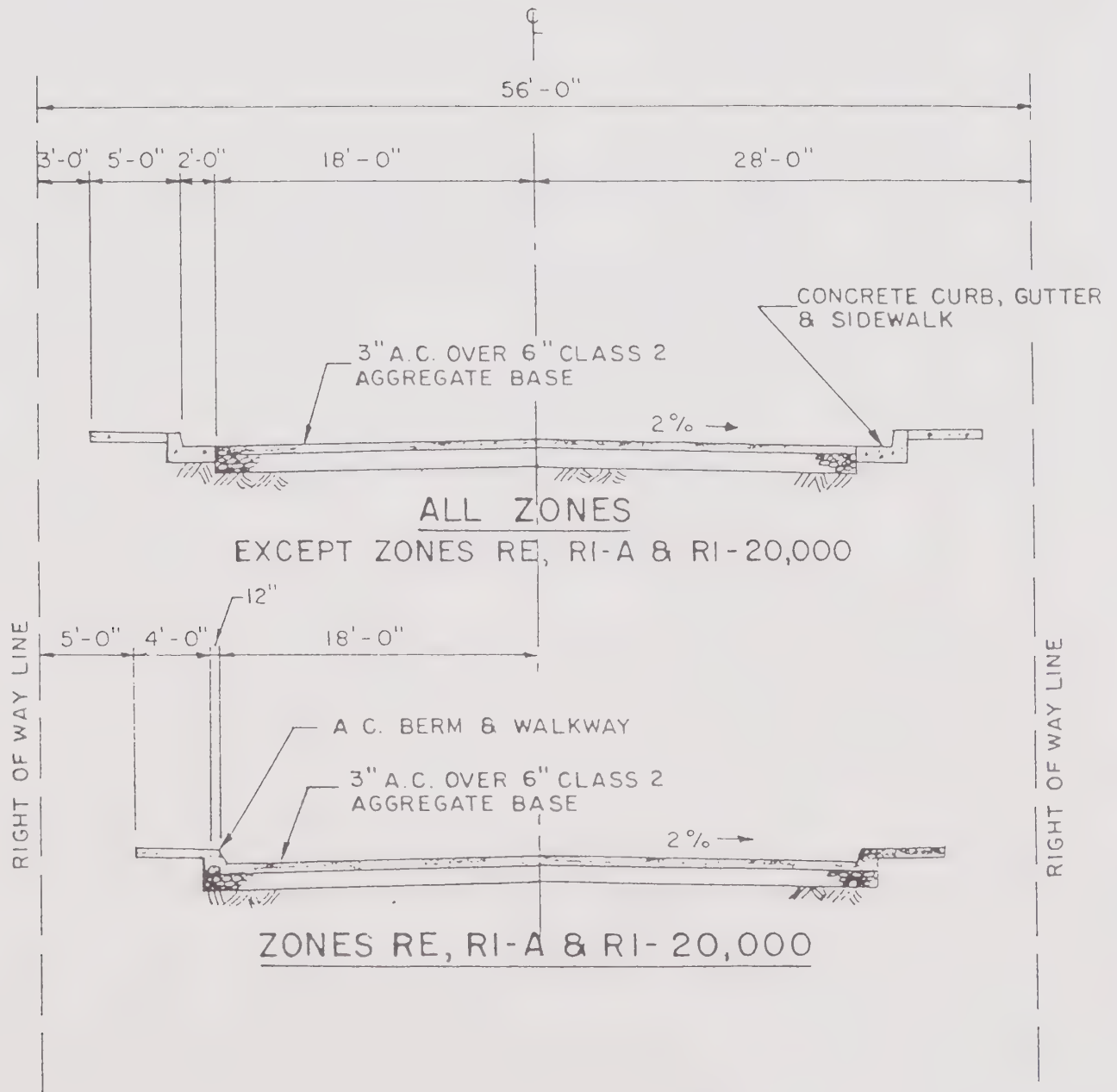
COMPACTION REQUIREMENTS

SUB BASE	} 95% RELATIVE DENSITY
AGG. BASE	

Figure V-3

STREET STANDARDS

Collector Streets

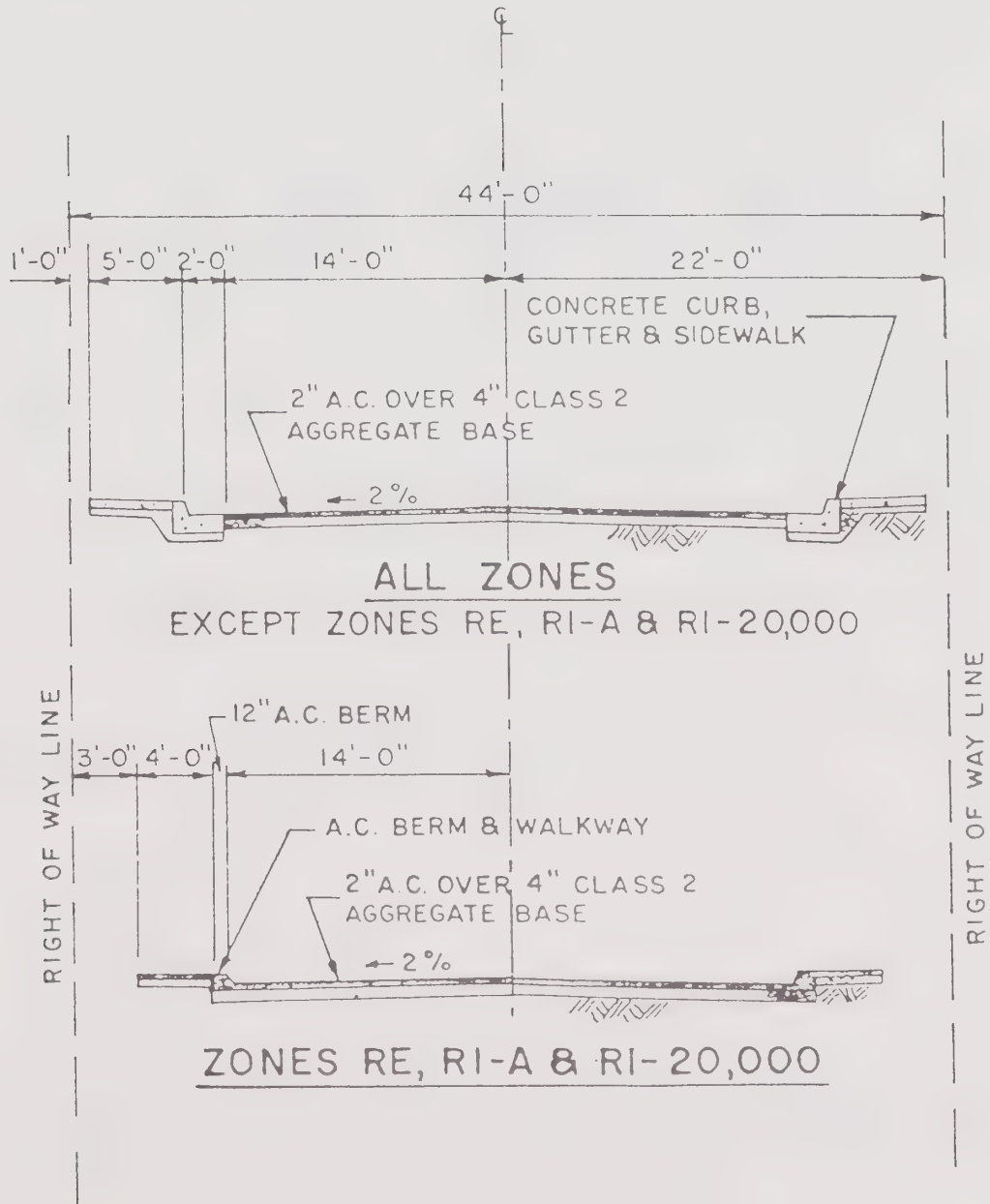


COMPACTION REQUIREMENTS

SUB BASE	} 95%
AGG. BASE	
	RELATIVE DENSITY

Figure V-4

STREET STANDARDS Cul-de-sac Streets



COMPACTION REQUIREMENTS

SUB BASE	} 95 % RELATIVE DENSITY
AGG. BASE	

STREET STANDARDS

Hillside Streets

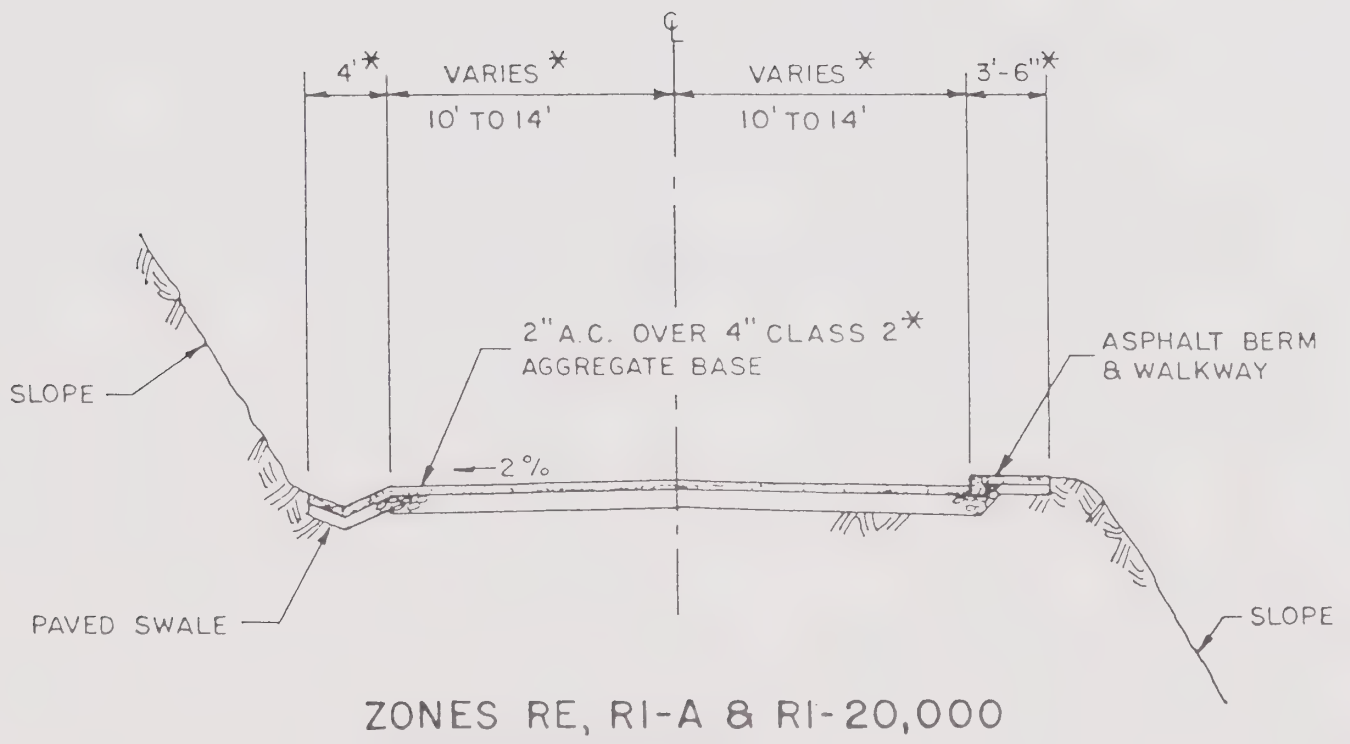


* MINIMUM OR AS REQUIRED BY CITY ENGINEER
PLANNING COMMISSION MAY REQUIRE HIGHER STANDARDS
AS MAY BE DEEMED APPROPRIATE.

Figure V-6

STREET STANDARDS

Hillside Streets

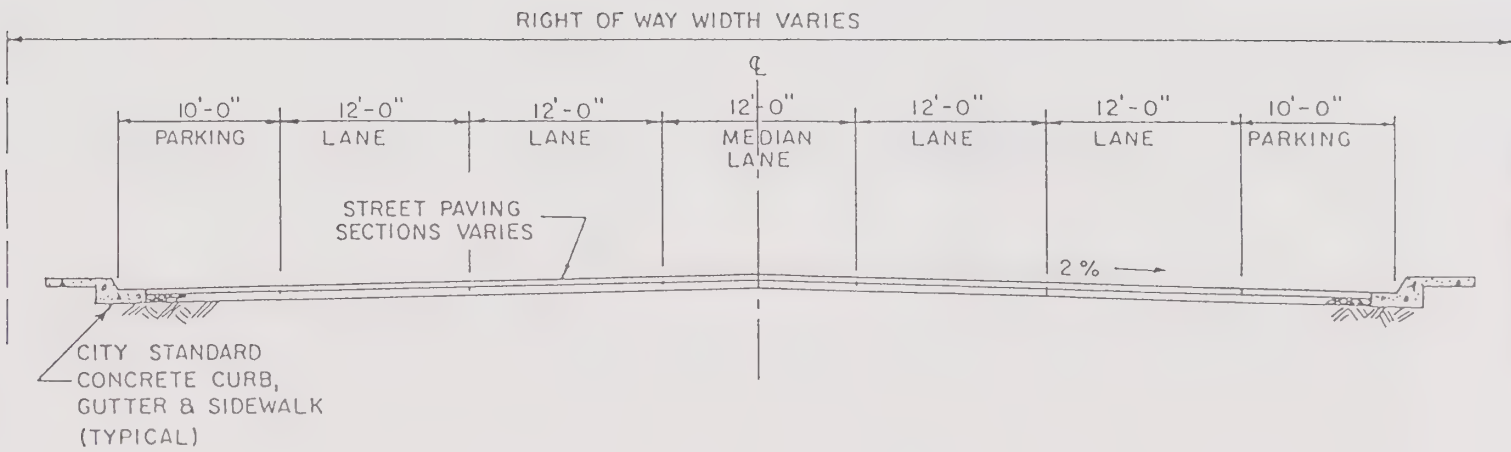


JUSTIFICATION REQUIREMENTS FOR HILLSIDE STREETS:

10% AND GREATER CENTERLINE SLOPE AND / OR 15% AND GREATER SLOPE ON CROSS SECTION

* MINIMUM OR AS REQUIRED BY CITY ENGINEER.
PLANNING COMMISSION MAY REQUIRE HIGHER STANDARDS
AS MAY BE DEEMED APPROPRIATE.

Figure V-7
STREET STANDARDS
Minor Arterial



COMPACTION REQUIREMENTS

SUB BASE } 95 %
AGG. BASE } RELATIVE DENSITY

For urban roadways, the proportion of capacity used, or volume-to-capacity (V/C) ratio, is usually the primary criteria used to characterize the Levels of Service. Service levels are identified by the alphabetic characters A, B, C, D, E, and F - with A representing the best (most free-flowing) peak period traffic conditions, and F representing the worst conditions with traffic demands in excess of hourly capacity levels.

Table V-1 presents a summary of the general relationship between Levels of Service, V/C ratio, and the relative peak-period congestion associated with each level of service.

TABLE V-1
LEVEL OF SERVICE CRITERIA

Level of Service	V/C Ratio Range	Conditions
A	<0.61	Minimum delay
B	0.61 - 0.70	Increasing delay with increasing V/C ratio
C	0.71 - 0.80	
D	0.81 - 0.90	
E	0.91 - 1.00	High delay
F	> 1.00	Excessive delay and backups

Source: Joseph R. Holland, Consulting Traffic Engineer, based on "Highway Capacity Manual", 1985

Peak period traffic conditions of Service Levels C or D or better are frequently considered to be within the range of acceptable congestion of delay for urban communities. In smaller communities, however, there is a general impatience with almost any delay: heavier traffic and congestion will be tolerated for short periods during special occasions or local celebrations, but not on a regular, day-to-day basis. In such communities, it is not unusual for Levels of Service A or B to be identified as the only acceptable traffic conditions.

Daily traffic volume levels associated with Service Levels A through E are shown in Table V-2 for two-lane and four-lane streets in flat and hilly terrain. The volumes shown would apply to a collector or arterial street where it is the major street at an intersection. Even lower volumes would apply to a street where it is the minor street at an intersection.

It should be noted that these are general approximations and should be used only as rough guidelines. Many factors associated with a particular street or roadway might increase or decrease these values, such as the width of traffic lanes, the relative amount of cross-traffic at intersections, the presence or absence of curb parking along the street, the presence or absence of left-turning lanes at intersections, steepness of the roadways, and the amount of truck traffic.

TABLE V-2

**MAXIMUM DAILY TWO-WAY TRAFFIC VOLUMES
ASSOCIATED WITH EACH LEVEL OF SERVICE**

Level of Service	Maximum V/C Ratio	Two-Lane Street		Four-Lane Street	
		Flat	Hilly	Flat	Hilly
A	0.60	7,500	5,600	15,000	11,250
B	0.70	8,750	6,550	17,500	13,100
C	0.80	10,000	7,500	20,000	15,000
D	0.90	11,250	8,450	22,500	16,900
E	1.00	12,500	9,400	25,000	18,750

Source: Joseph R. Holland, Consulting Traffic Engineer based on assumed standard facility design and usage.

Signalized Intersection Controls

There are presently six intersections within the city controlled by traffic signals. These include the following:

- Highway 50 & Bedford Avenue
- Highway 50 & Spring Street
- Highway 50 & Canal Street
- Highway 50 Westbound Ramps & Placerville Drive
- Highway 49 & Main Street
- Highway 49 & Pacific Street

All of these signals are operated and maintained by Caltrans.

The Placerville Public Works Department has identified the following intersections for possible future signalization:

- Placerville Drive & Ray Lawyer Drive
- Placerville Drive & Pierroz Road
- Middletown Road & Cold Springs Road

- Highway 50 Eastbound Ramps & Broadway

Traffic Volume Levels

Traffic volume levels on Placerville's streets range from a few hundred vehicles per day (vpd) on local service streets to 14,000-17,500 vpd on portions of Placerville Drive, Main Street, and Broadway. The streets with the heaviest traffic are shown in Table V-3.

TABLE V-3
TRAFFIC VOLUMES ON SELECTED STREETS

Roadway	Traffic Volumes (vehicles per day)
Placerville Drive	10,000 - 17,400
Main Street	2,200 - 15,600
Broadway	4,600 - 14,400
Middletown Road	7,400
Pacific Street	6,000 - 6,800
Sacramento Street	5,600
Cold Springs Road	5,200
Spring Street	2,400 - 3,500
Canal Road	2,100 - 3,300
Cedar Ravine Road	2,500
Bedford Avenue	1,200

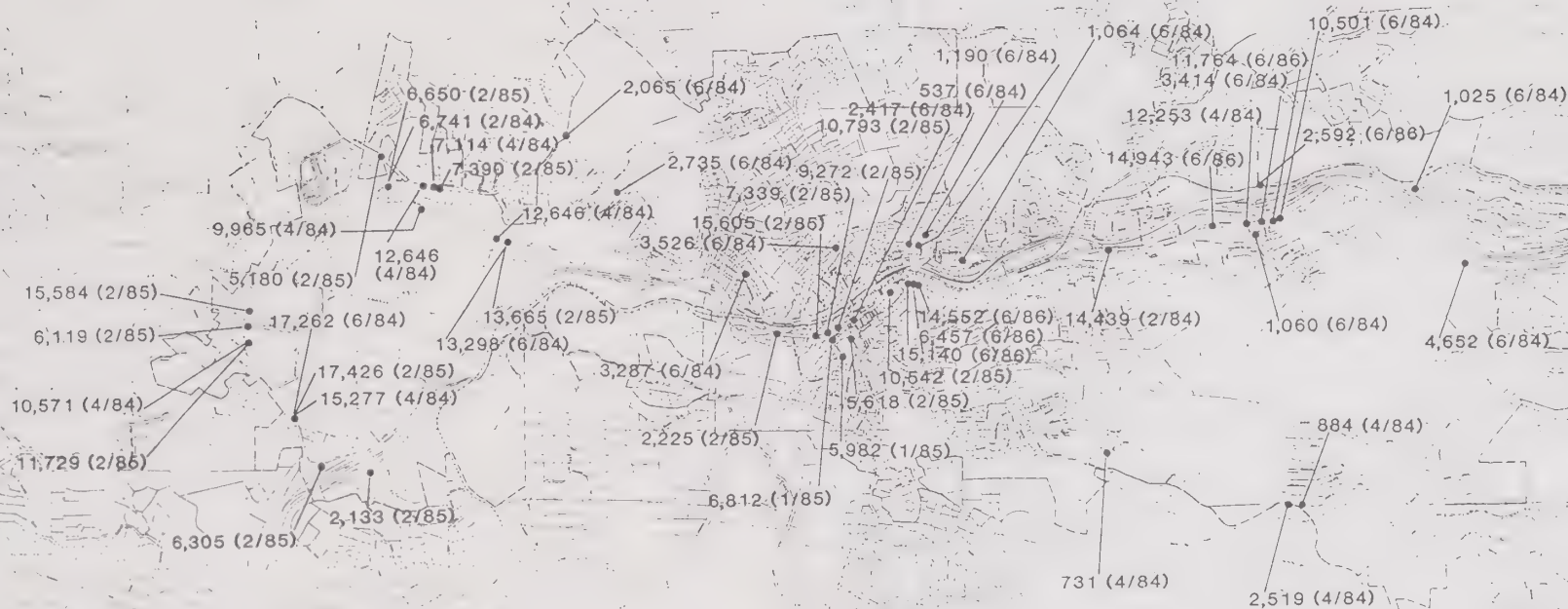
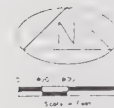
Source: City of Placerville Public Works Department

The daily traffic volumes on Highway 50 in the vicinity of Placerville range from 18,200 to 38,000 vpd. The daily traffic volumes on Highway 49 in the Placerville area range from 3,600 to 14,000 vpd (including portions of Sacramento Street and Main Street). Highway 193 carries approximately 1,500 vpd through the area. The current daily traffic volumes on the city's major streets, and Highways 50, 49, and 193 are presented in Figure V-8.

The typical daily variations in traffic volumes on streets within the city are demonstrated by the Main Street data presented in Chart V-1. Weekly and seasonal variations in traffic volumes are demonstrated by the Highway 50 data presented in Charts V-2 and V-3.

TRAFFIC COUNTS

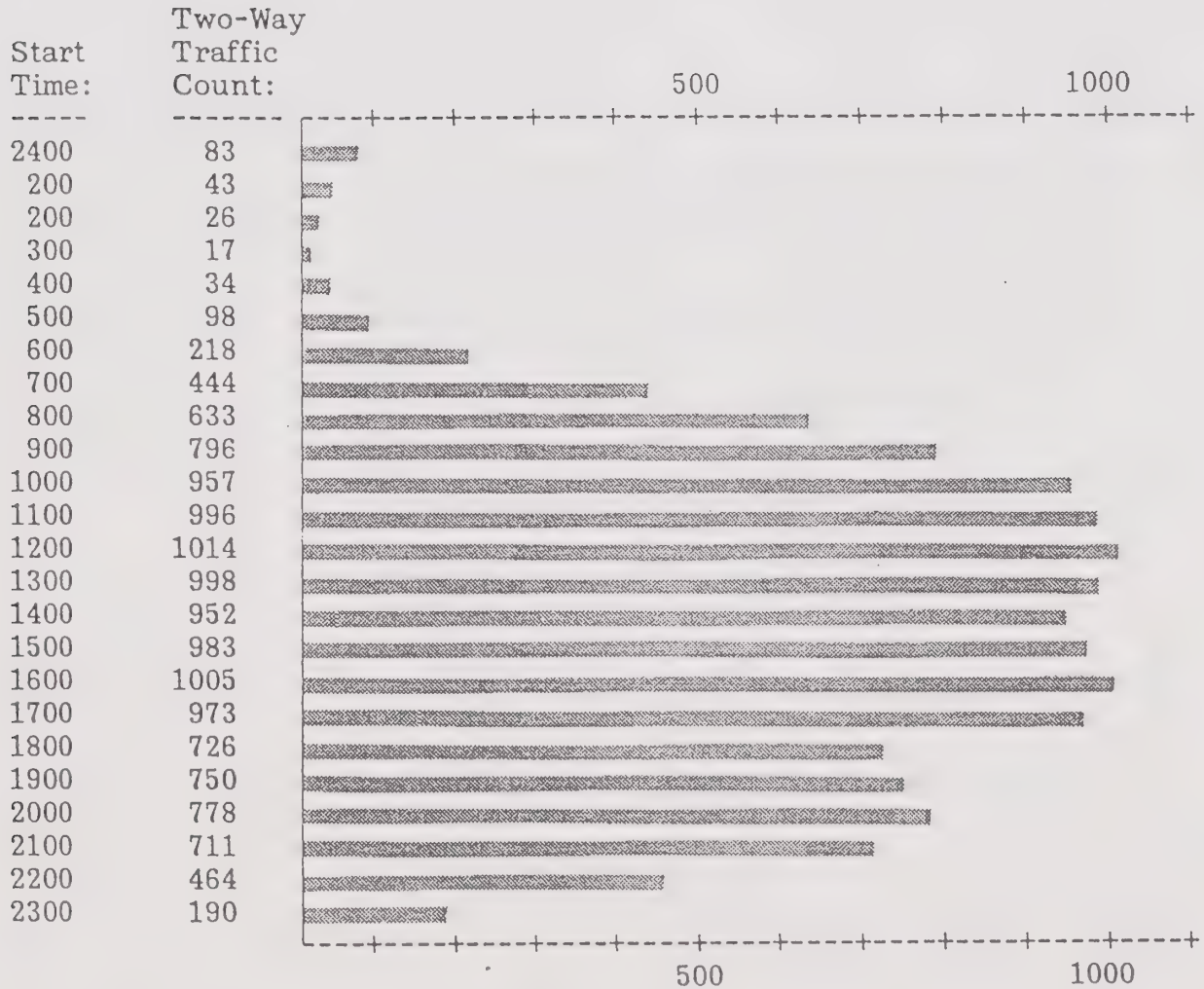
FIGURE
TRAFFIC COUNTS
PLACERVILLE, CALIF.
PLANNING DEPT.
PLANNING DIVISION
PLANNING DIVISION



(Date of Count Shown in Parentheses)

CHART V-1

TWENTY-FOUR HOUR TRAFFIC COUNT Main Street near Bedford Avenue Placerville June 18-19, 1986



Total daily volume.....: 13,889
 Highest hourly volume....: 1,014
 Percent of daily total....: 7.3%

Source: City of Placerville Public Works Department

CHART V-2

WEEKLY VARIATION IN TRAFFIC VOLUME LEVELS

Highway 50 near Highway 49
August 1986

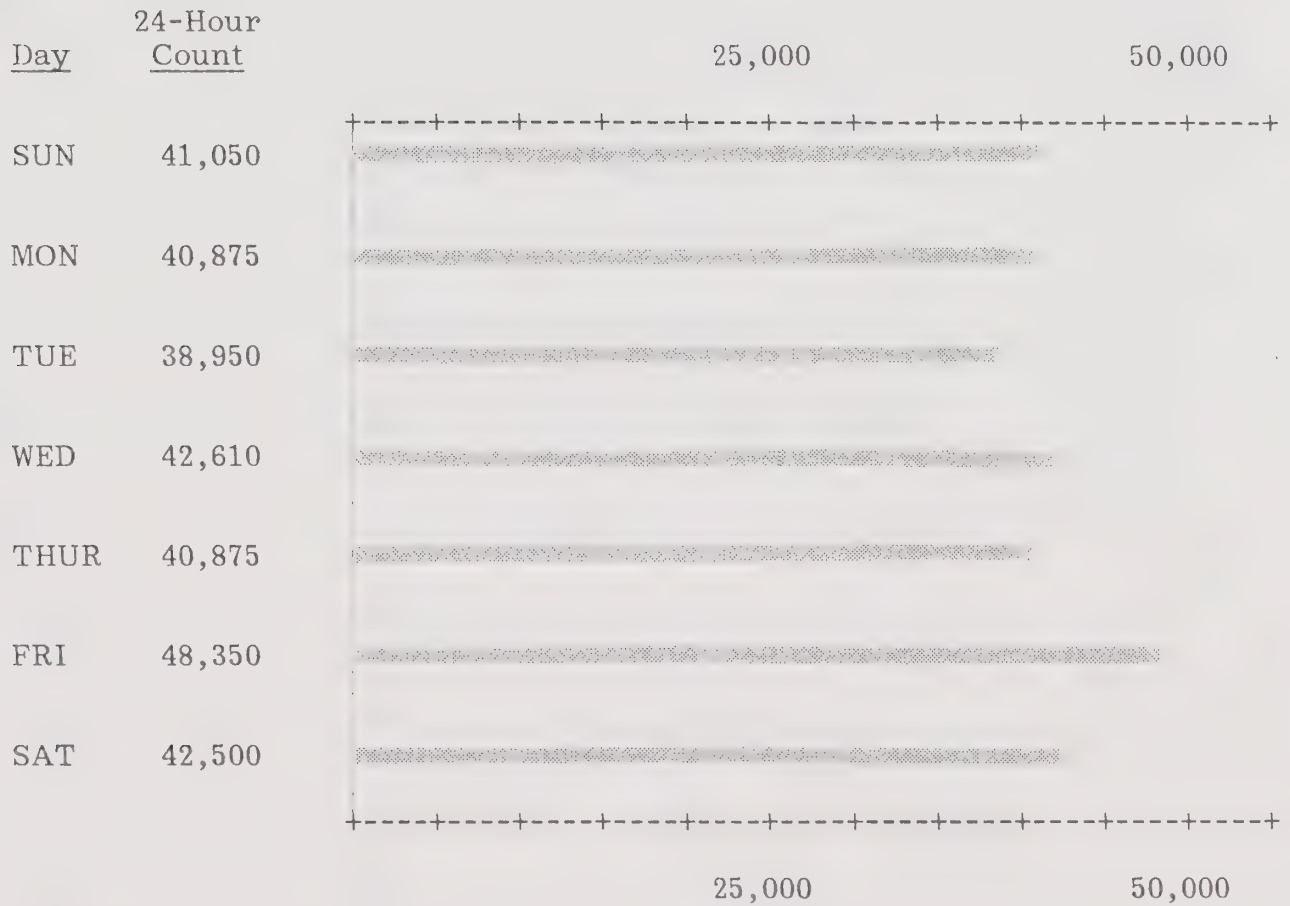
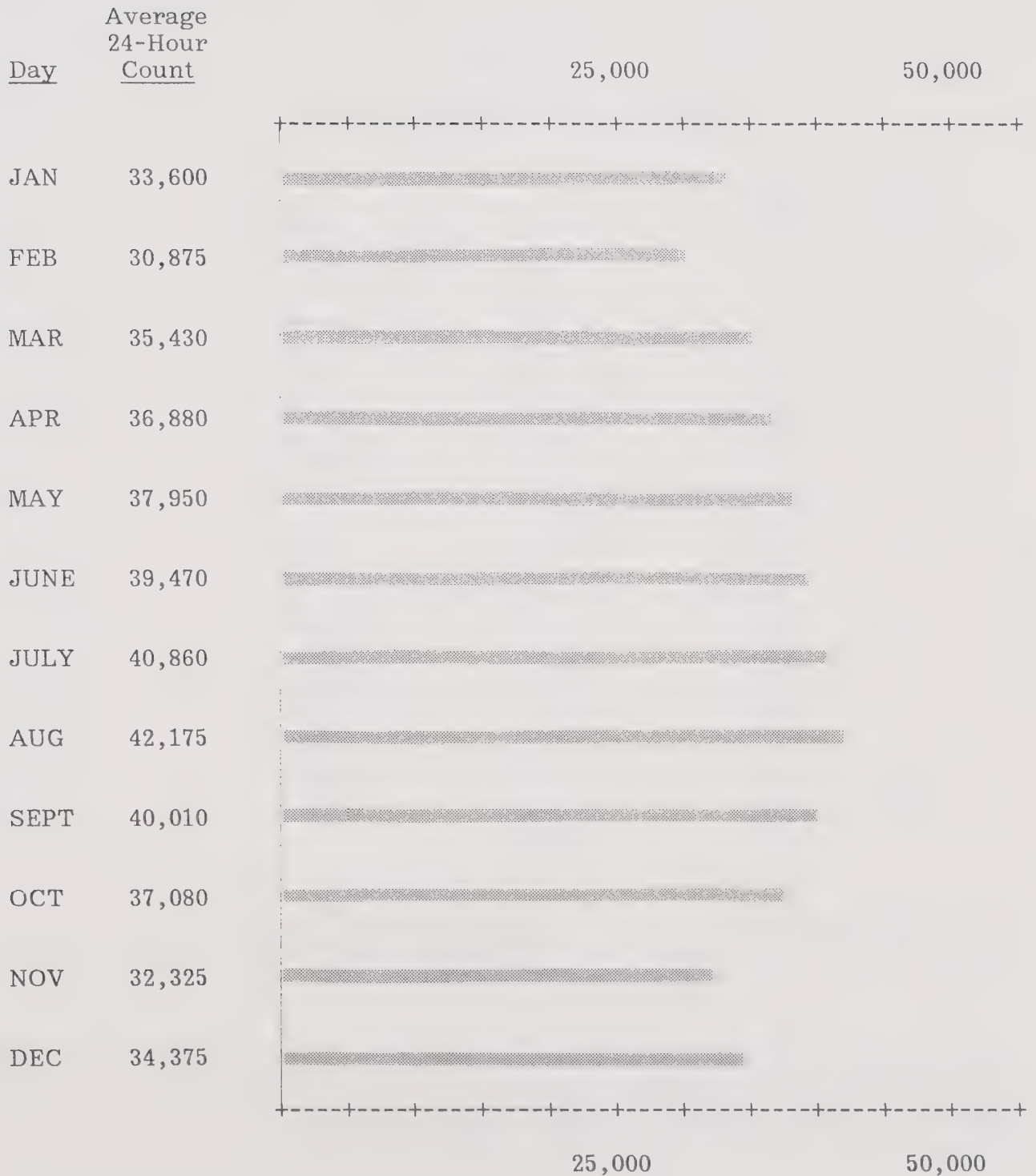


CHART V-3

SEASONAL VARIATION IN TRAFFIC VOLUME LEVELS

Highway 50 near Highway 49
1985-1986



Traffic Generation Rates

For the purposes of traffic analysis, a trip is defined as a one-way vehicle movement which either begins or ends within the site of the land use being considered. Daily and peak hour trip rates are shown in Table V-4 for several different land use types. These rates represent the number of "trip ends" (including the arrival end and the departure end of trips) which the given land uses will generate a given per unit of measurement, such as dwelling unit or 1,000 square feet of floor space.

TABLE V-4
TYPICAL TRIP GENERATION RATES

Land Use	Type	Per	Daily Rate	P.M. Peak Hour
Residential	Single Family	D.U.	10.0	1.00
Residential	Multi-family	D.U.	6.1	0.70
Residential	Mobilehome	D.U.	4.8	0.59
Residential	Senior Housing	D.U.	3.3	0.40
Lodging	Hotel	Occ. Room	10.5	0.73
Lodging	Motel	Occ. Room	10.1	0.65
Office	25 percent	Acre	133.9	24.00
Office	40 percent	Acre	214.3	38.30
Market		1,000 s.f.	125.5	8.82
Discount Store		1,000 s.f.	70.1	3.79
Commercial	<50	1,000 s.f.	117.9	14.42
Commercial	50-100	1,000 s.f.	82.0	7.80
Commercial	100-200	1,000 s.f.	66.7	5.90
Commercial	200-300	1,000 s.f.	50.6	4.80
Commercial	Conv. Market	1,000 s.f.	625.0	46.70
Restaurant	Fast Food	1,000 s.f.	553.0	31.60
Restaurant	Coffee Shop	1,000 s.f.	164.4	10.50
Restaurant	Quality	1,000 s.f.	74.9	6.14
Industrial	Light	Acre	52.4	10.10
Industrial	Heavy	Acre	15.6	2.20
Industrial	Warehouse	Acre	56.1	18.80
Service Station		Pump	133.0	3.60

The peak hour trips generated by a given land use are those trips which are likely to occur during the highest one-hour period of traffic activity on the adjacent streets during the afternoon peak period (generally 4-6 p.m.) on weekdays. These peak hour trips are included in the daily trip rates for each land use shown.

The amount of traffic generated in the peak hour varies by land use type. Overall, the peak hour volume on a given street is typically about 10 percent of the daily traffic volumes carried by the street. Actual counts on Main Street, as shown on Chart V-1, show that a lower peak hour percentage (7.3 percent) occurs on that street. This is an indication that heavy volumes are

carried for several hours throughout the day, rather than during just one or two peak hours each day, which would be the typical case.

Traffic Accident Patterns

In 1985 there were 220 reported traffic collisions within Placerville. This was down by about 11 percent from the 246 reported collisions in 1984. In 1983 there were 256 reported traffic collisions. This downward trend appears to be continuing, with half-year totals for 1986 which, when extrapolated for a full year, represent an annual total of 184 reported collisions.

Table V-5 presents a tabulation of the traffic collisions reported in 1984 and 1985 by the type and severity (fatality, injury, or property damage only) of the collision.

These data indicate that while property-damage-only accidents decreased by 25 percent between 1984 and 1985, injury/fatal accidents increased by 29 percent.

TABLE V-5
CITY OF PLACERVILLE
TYPES OF TRAFFIC COLLISIONS AND SEVERITY
Placerville
1984 and 1985

Motor Vehicle versus:	<u>1984</u>		<u>1985</u>	
	Property Damage Only	Fatal or Injury	Property Damage Only	Fatal or Injury
Pedestrian	1	3	0	4
Other Motor Vehicle	117	36	104	51
Parked Motor Vehicle	12	2	11	0
Bicycle	1	0	0	2
Fixed Object	42	18	17	24**
Other Object	1	1	2	2
Non-collision	5	6	1	2
Other	1	0	0	0
Subtotals	180	66	135	85
All accidents	246		220	

* one fatal collision

** two fatal collisions

Source: SWITRS, California Highway Patrol, 1984 and 1985.

Table V-6 presents another tabulation for the same accidents with a breakdown of the primary collision factors and the severity of the collision. These data indicate that at least 10 percent of the traffic collisions which occur within the city have alcohol or drug impairment as a primary collision factor. All of the fatal accidents in the last two years.

The largest categories of known collision factors are unsafe speed and failure of automobiles to yield the right of way.

TABLE V-6
TRAFFIC COLLISIONS
PRIMARY COLLISIONS FACTORS AND SEVERITY
Placerville
1984 and 1985

Primary Collision Factor	1984		1985	
	Property Damage Only	Fatal or Injury	Property Damage Only	Fatal or Injury
Alcohol/Drugs	7	9*	5	16**
Unsafe speed	24	19	31	23
Following too closely	9	1	9	6
Wrong side of road	15	4	4	5
Improper passing	2	0	4	0
Unsafe lane change	4	0	0	1
Improper turning	7	1	5	2
Automobile right-of-way	37	13	28	11
Pedestrian right-of-way	0	2	0	2
Signals and STOP signs	9	1	4	5
Hazardous parking	2	0	0	0
Unsafe starting/backup	14	0	11	1
Other improper driving	20	4	16	4
Other hazardous violation	1	0	0	1
Other than driver	11	10	7	4
Equipment (brakes, etc.)	3	0	3	0
Unknown	15	2	8	4
Subtotals	180	66	135	85
All accidents		246		220

* one fatal collision

** two fatal collisions

Source SWITRS, California Highway Patrol, 1984 and 1985.

The twelve intersections with the highest number of reported traffic collisions in 1985 are presented in Table V-7.

TABLE V-7
HIGHEST TRAFFIC ACCIDENT INTERSECTIONS
Placerville
1985

Intersections	1985 Accidents
Highway 50 & Spring Street	13
Highway 50 & Bedford Avenue	8
Highway 50 & Canal Street	5
Coloma Road & Spring Street	5
Coloma Road & Bee Street	5
Placerville Drive & Fair Lane	5
Main Street & Center Street	4
Carson Road & Broadway	3
Cedar Ravine Road & Pacific Street	3
Mosquito Road & Main Street	3
Point View Drive & Broadway	3
Schnell School Road & Broadway	3

Source: City of Placerville Public Works Department

A number of accidents also occurred on roadways between intersections. The roadways with the highest number of total reported accidents in 1985 are as follows:

Placerville Drive:	42
Highway 50:	35
Main Street:	31
Broadway:	25

Plans for Improvements

The City's Master Street Plan outlines a number of improvements to be completed funds become available. Figure V-9 shows these projects.

The El Dorado County Regional Transportation Plan, dated November 1984, contains a 5-year State Highway Capital Improvement Program plus a list of five highway projects of high priority, proposed by local jurisdictions within El Dorado County and recommended to the State by the County Regional Transportation Commission.

The State Highway capital improvement projects within the Placerville area include a widening of Highway 49 from Missouri Flat Road to Ray Lawyer Drive, scheduled for 1987-88, and

MASTER STREET PLAN

Legend
 --- City Limits
 --- Placerville Limits
 --- Highway
 --- Roadway
 --- Rail Road

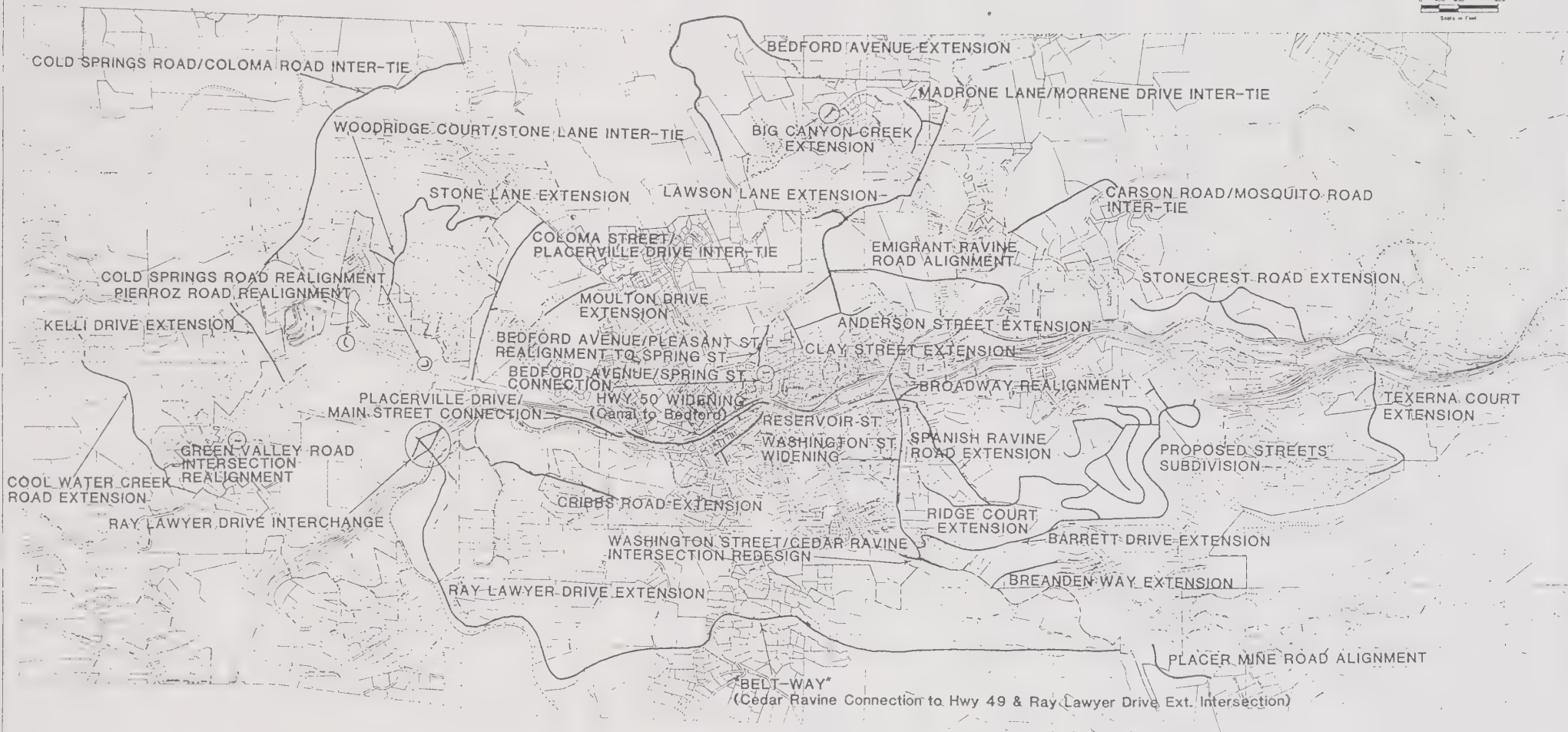
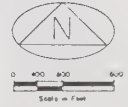


Figure V-9

construction of a new interchange on Highway 50 near the El Dorado County Government Center, scheduled for 1988-89.

The five locally-proposed highway improvement projects of high priority are listed below in order of priority. Only the last two would directly affect Placerville traffic conditions.

1. Safety improvements to Highway 50 east of Camino.
2. Highway 50 roadside rest area under Pollock Pines.
3. Intersection improvements on Highway 50 approximately four miles east of Placerville at junctions with Barkeley Road, Carson Road, and Camino Heights Drive.
4. Upgrading of Highway 50 to a freeway through Placerville, eliminating all at-grade intersections. Discussions have focused on an elevated freeway along the existing alignment with limited access at either end of the upgraded segment.
5. Realignment of Highway 49 between Placerville and Lotus. The new route would begin at Highway 50 near the County Government Center and would run generally parallel to the existing route.

Specific plans have not yet been prepared either for upgrading the Placerville segment of Highway 50 to freeway status, or for the realignment of Highway 49.

The El Dorado County Short Range Program includes one planned improvement for the Placerville area, which is the construction of a new segment of Ray Lawyer Drive joining Highway 49 with Highway 50. This project is estimated to cost \$2.7 million and does not yet have an identified funding source.

The City of Placerville's five-year Capital Improvement Program (1983-1988) includes the nine specific projects presented in Table V-8 in order of priority.

TABLE V-8
FIVE-YEAR CAPITAL IMPROVEMENT PROGRAM
City of Placerville
1983 to 1988

Location	Description (Status)
Schnell School Road (Carson Rd to Broadway)	Overlay (budgeted 1986-87)
Pacific Street (Sacramento St to Goldner St)	Reconstruction (completed)
Placerville Drive (Highway 50 to Highway 50)	Widening (included in proposed assessment district)
Country Club Drive (E. City Limits to Cedar Ravine)	Reconstruction (budgeted 1986-87)
Moulton Drive (Coloma Rd to Canal St)	Extension
Forni Road (Main St. to W. City Limits)	Overlay and widening
Main Street (Bedford to Broadway)	Reconstruction
Cedar Ravine (Darlington Ave to S. City Limits)	Widening (joint City-County project)
Morrene Drive to Mosquito Road	Extension

Source: City of Placerville Public Works Department

ON-STREET AND OFF-STREET PARKING

The Placerville Downtown Parking District maintains 594 off-street parking spaces in nine separate lots. The largest and most recent addition is the Center Street Parking Structure, completed in 1983, with 242 spaces. There are also 155 on-street spaces in the downtown area, all of which are unmetered. The City removed parking meters from all on-street spaces in the late 1970's.

Table V-9 lists the spaces within the Downtown Parking District's off-street parking facilities and the number of leased spaces within each facility.

TABLE V-9
OFF-STREET PARKING FACILITIES

Parking Facility	Total Spaces	Leased Spaces
Center Street Garage	242	81
Small Center Street lot	20	20
Fox lot	59	--
City Hall lot	42	--
Town Hall lot	25	--
Mooney lot	35	12
Ivy House lot	77	35
Milton lot	40	4
Tetrault-Gillette lot	54	54
Total	594	206

Source: City of Placerville Public Works Department, 1986

In addition to spaces in off-street parking facilities, the Downtown Parking District includes 155 on-street spaces. Table V-10 indicates the location and type of these spaces.

TABLE V-10
ON-STREET PARKING SPACES

Location and Type of Spaces	Number of Spaces
Main Street	
Regular Spaces	100
Passenger Loading (White Zone)	2
12-Minute Zones (Green Zone)	6
Loading Zones (Yellow Zone)	16
Pacific Street Extension (State Route 49)	
Regular Spaces	23
Old Canal Street (Between Shell Station and Bob's Big Boy)	
Regular Spaces	8
Total	155

Source: City of Placerville Public Works Department, 1986

As in most successful business districts, there are some locations which experience heavy parking demand on a routine basis or at certain times of the year. Generally, however, the Parking District appears to have sufficient parking for current needs. During the business week, when parking demands are the greatest, the three-tiered parking structure is rarely more than two-thirds full.

Increased commercial activity in the downtown area resulting from remodeling of properties and increased usage of presently underutilized properties could conceivably create the need for additional parking facilities and/or new or expanded parking management practices (e.g., time limits, enforcement, meters, etc.).

BUS SERVICE

Greyhound Bus Lines provides daily service to points outside of El Dorado County through connections in Sacramento and Lake Tahoe. El Dorado County Transit provides a fixed route service from Point View Drive (on Broadway near the eastern city limits) to the Missouri Flat shopping center (0.5 mile beyond the western city limits). The bus service operates on 45-minute headways every day except Sunday. Scheduled bus service is also provided twice a day, five days a week to the neighboring communities of Pollock Pines and Diamond Springs/El Dorado. Bus service is provided twice on Mondays and Wednesdays to Georgetown/Coloma and to Pleasant Valley, respectively. Dial-a-ride service is provided throughout the western slope Monday through Friday 7 am to 6 pm. In fiscal year 1983-84, the system logged 80,000 riders.

RAIL SERVICE

Placerville is the eastern terminus of a Southern Pacific Railway line. The terminus, just north of Highway 50, adjacent to Mosquito Road, is also the origin of the short Michigan-California railway, which carries lumber from a Michigan-California lumber mill at Camino (7 miles to the east) to Placerville, for connection with the Southern Pacific Rail System. Both rail lines are used approximately once per week for lumber shipments only. The rails are currently used for no other purpose, except storage of several unused freight cars. Because the cost of shipping lumber from the Michigan-California lumber yard by rail is greater than the cost of shipping by truck, rail service is provided only for customers who prefer delivery by rail.

Southern Pacific and Michigan-Cal Lumber, however, have both recently put in for abandonment of their lines through Placerville. It is likely that these lines will be abandoned, thus leaving Placerville without rail access.

PLACERVILLE AIRPORT

The Placerville Airport is one of three general aviation airports owned and operated by El Dorado County. The other two are located at Georgetown and Cameron Park. A fourth County airport is proposed for an area near Latrobe, adjacent to the Sacramento County border.

Located on the top of Texas Hill at an elevation of 2,590 feet, the Placerville Airport has room for only a single runway 4,200 feet long by 75 feet wide, plus a taxiway. A level overrun does not exist on either end of the runway. The airport benefits from being located above the valley fog and below the heavy snow. Since 1929, when the airport first opened, it has operated without a tower, but in 1981 a VOR (Very-High Frequency Omnidirectional Radio Range) navigational aid was installed, and soon operating DME (Distance Measuring Equipment) will augment navigational assistance. At present a total of 178 aircraft are based at the airport and plans call for an additional 300 spaces.

The airport operator has noted that many persons utilize the airport for quick access to river rafting and rodeo events, as well as business meetings and appearances at the El Dorado County Courthouse. Once each business day a California Air Charter craft arrives to transport paperwork from local savings and loan and title companies to Oakland.

The Placerville Airport is also used regularly by the US Forest Service for flying missions to locate fires, and to transport firefighters. A private company operates a helicopter out of the airport for fire suppression. A fixed-wing borate bomber, which had been based at this airport, was recently removed when safety requirements were strengthened, requiring a longer overrun than exists.

The California Department of Fish and Game often departs from the airport to observe wildlife activities such as migrations of wild animal herds. Other uses include search and rescue missions and emergency transport to Marshall Hospital. In the event of a nearby disaster, the airport has been designated as an emergency evacuation point by the Air National Guard.

FINDINGS

- Most city streets are carrying traffic volume levels which are within their capacity range for acceptance peak hour conditions. Notable exceptions to this general rule are Placerville Drive, Main Street, and Broadway. Future new or conversion development could aggravate existing traffic conditions at these and other locations, depending on the location, amount, and type of land uses involved.
- While there appears to be adequate parking supply overall to accommodate the existing parking demand, there are some areas where peak demand levels have resulted in a perception of parking problems. Future development and increase usage of under-utilizing properties could worsen these conditions.
- The long term status of Highway 50 through Placerville is an issue which will continue to be discussed. The decision by CALTRANS regarding whether to elevate, depress, or maintain the existing grade when it is improved to freeway status will be of importance to the city's future planning efforts.
- There are problems of circulation built into the existing street network which will not easily be overcome. The constraints which the city's particular setting and characteristics place on providing solutions to the issues discussed above include the following:
 - The difficulty and cost of widening existing narrow streets in areas of existing development.
 - The limited alternatives for effectively increasing the north-south and east-west traffic-carrying capacity of the street network.
 - The difficulty and cost of making street extensions and connections because of natural and man-made physical barriers, such as the railroad, Highway 50, hilly terrain, and existing development.
- A limited number of continuous routes within the City,
- The lack of adequate, undeveloped sites for additional public parking facilities in areas of highest existing and future parking demands.

INFORMATION SOURCES

- 1 El Dorado County Transportation Commission, *El Dorado County (West Slope) Regional Transportation Plan*, November 1984.
- 2 Mike Foster, City Engineer, City of Placerville.
- 3 Mark Anderson, Executive Director, El Dorado County Transportation Commission.
- 4 Raymond Vail and Associates, *Airport Layout Plan Report*, Placerville and Georgetown Airports, El Dorado County, California, December 1984.
- 5 Janet Atwood, Airport Manager, Placerville Airport.

VI. PUBLIC FACILITIES AND SERVICES

CHAPTER VI

PUBLIC FACILITIES AND SERVICES

INTRODUCTION

City development is dependent on a complicated network of public facilities and services. Each type of service has a unique set of constraints and must adapt to growth and change differently. The City of Placerville provides most of the key facilities and services required to support growth. This chapter focuses primarily on water, sanitation, parks and recreation, schools, fire protection, and law enforcement, describing the various systems and their capacities and discussing their implications for the general plan.

WATER SUPPLY

The Placerville Water Department provides domestic water to an area of approximately four square miles, including most of the City of Placerville (see Figure VI-1). The Water Department receives treated and chlorinated water from the El Dorado Irrigation District. This water is obtained from surface sources, the largest of which is Jenkinson Lake (Sly Park Reservoir), located approximately five miles southeast of Pollock Pines. The EID has rights to draw up to 23,000 acre-feet annually from its reservoir. In addition, up to 15,080 acre-feet can be drawn per year from the PG&E El Dorado Forebay, also located near Pollock Pines. Water from both of these sources is treated and chlorinated before flowing by gravity to several communities on the western slope, including Placerville. A third water source, Folsom Lake, can provide up to 6,350 acre-feet per year, to serve water needs in the western portion of the EID system.

The City of Placerville has rights to divert as much water as is needed from the EID system. Most of this water is filtered and treated at the Placerville Water Treatment Plant. This plant, with a capacity of approximately 2 million gallons per day, processes approximately 600,000 to 700,000 GPD in the winter, and 1.6 MGD in the summer. A second water treatment plant, the Sierra Water Treatment Plant, located near the airport, and with a capacity of less than 200,000 GPD, serves the Country Club Drive neighborhood. Together these treatment plants serve all 2,093 residential customers and 450 commercial customers in the Placerville Water Department service area. Figure VI-2 indicates the location of water lines from these two plants. Due to several interconnections with the EID transmission mains in the northern portion of the water service area, customers in this area occasionally receive EID water directly, without treatment at either local treatment plant. This does not pose a health problem, as the water is already treated by EID, but this unfiltered water is occasionally clouded by silt. This situation will, however, soon change, as the State has mandated that EID must begin filtering all of the water which they supply. EID has implemented a plan to finance the construction of a filtration system. It is currently adding an \$8.00 monthly surcharge to its customers to pay for bonds which will be used to construct new filtration units. Once EID begins filtering its water, the City will no longer need its treatment plant. The plant will, therefore, be decommissioned as a filtration facility.

All lands in the water service area below 2,000 feet can potentially be served, although some areas have not been developed, and therefore do not yet have water mains. In 1985, the City identified 25,000 feet of water main in need of upgrading. About 12,500 feet have so far been replaced. Capacity of the treatment plants is not seen as a limiting factor in the near future, and the remaining improvements in water mains can be accomplished with moderate cost. The major problem with the water system is the inability to serve customers at elevations above 2,000 feet. Figure VI-3 shows the areas of the city which fall into this category.

CITY WATER SERVICE AREA

LEGEND
City Limits
Property Lines
Highway
County Road
Water

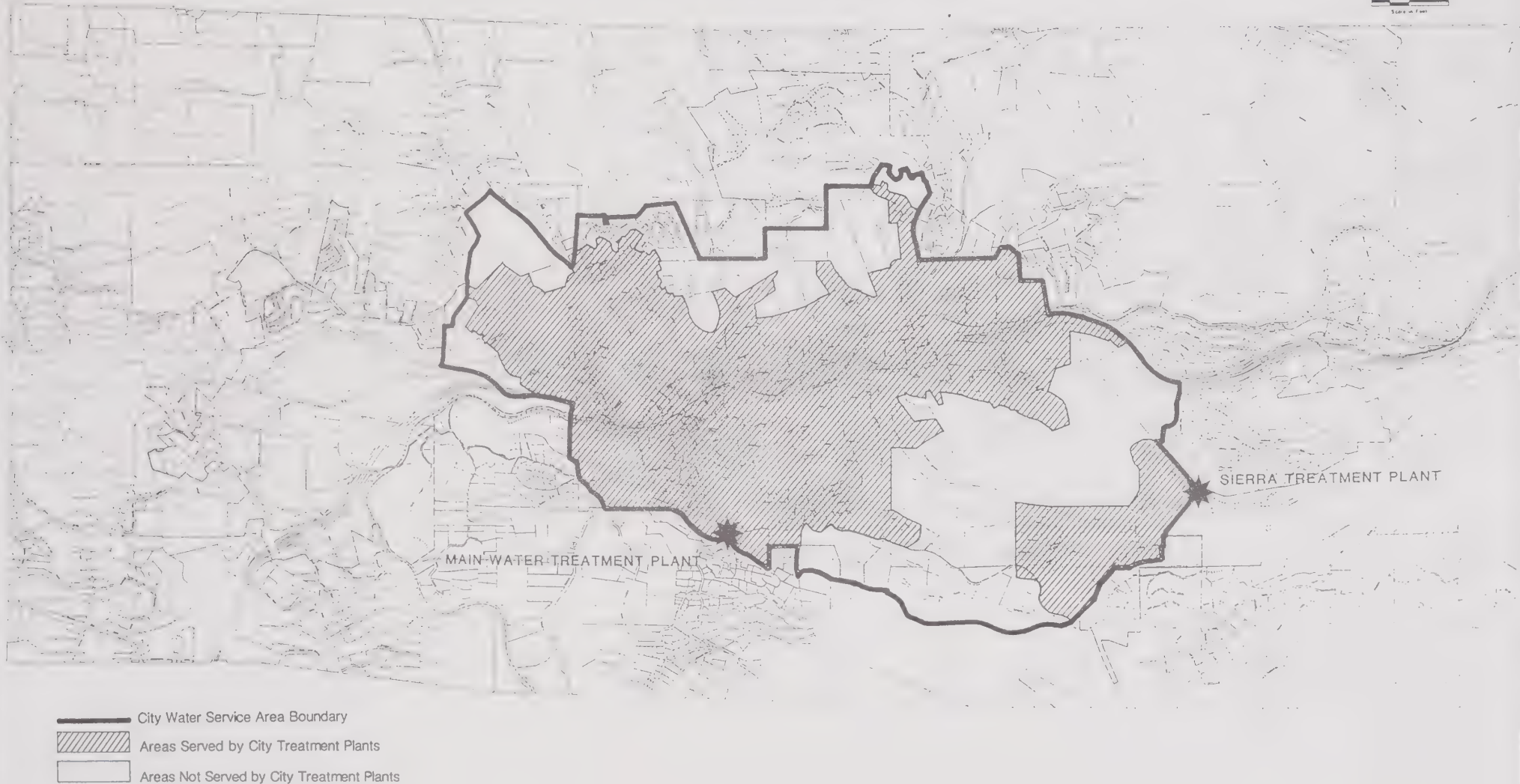
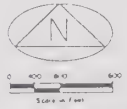
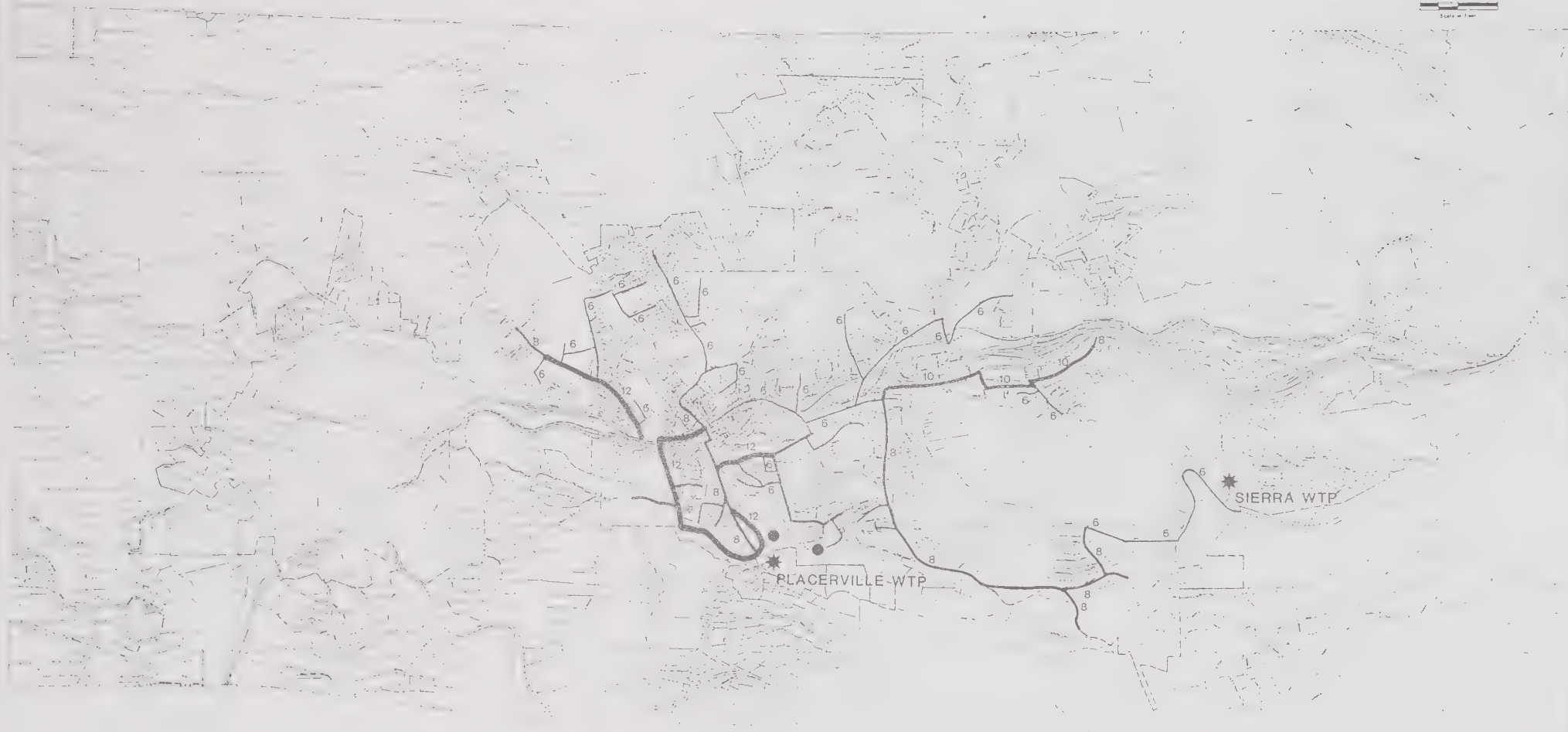


Figure VI-1

CITY OF PLACERVILLE
General Plan

EXISTING WATER SYSTEM

Legend
City Limits
Property Lines
Roads
Rivers
Placerville, P.

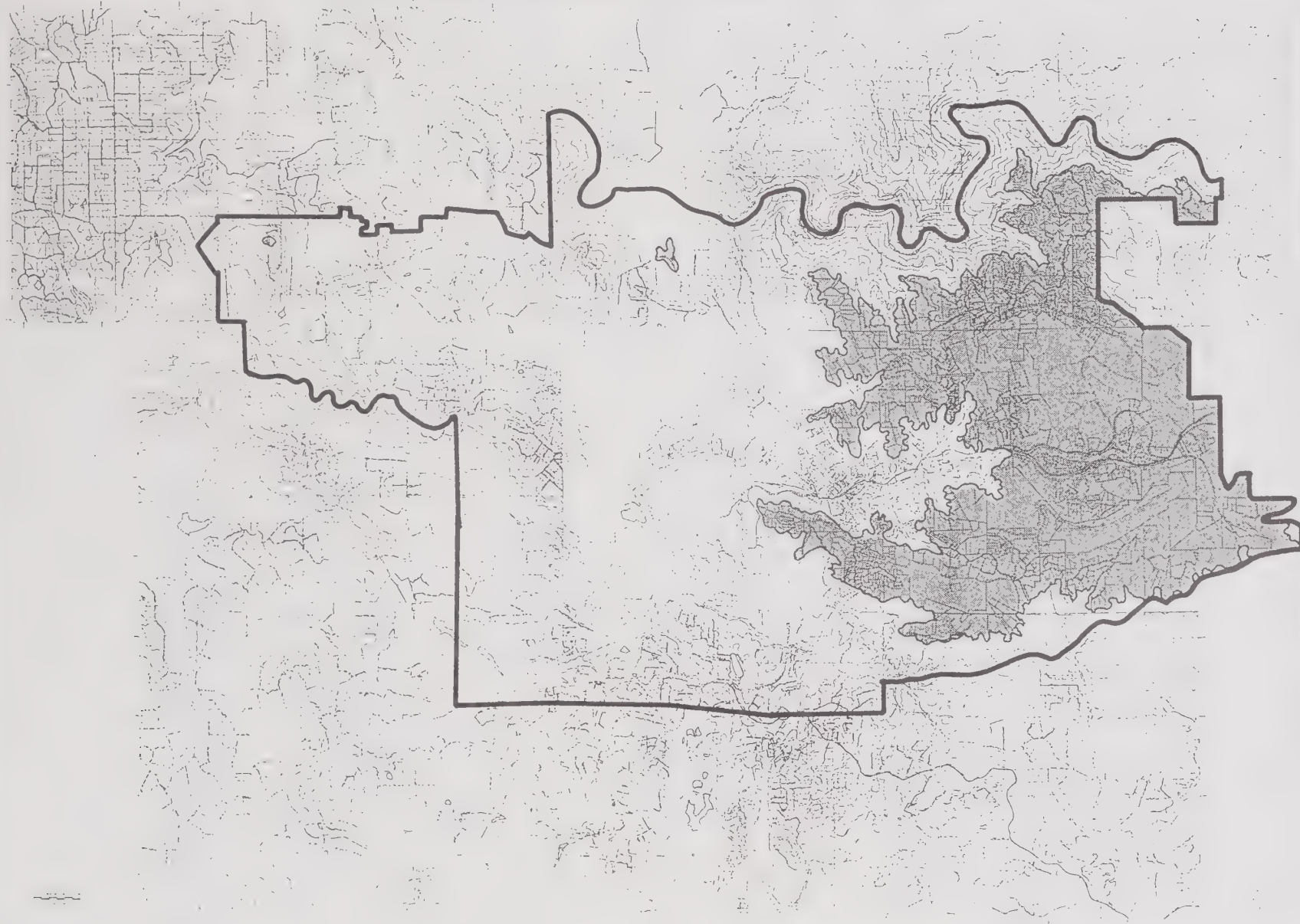



- 12 10 8 6 Water Line with Diameter in Inches
● Reservoir
★ Water Treatment Plant

Source: El Dorado Irrigation Dist. Water System Master Plan, Dec. 1981

Figure VI-2

STUDY AREA LANDS OVER 2,000 ft. ELEVATION



 Lands 2,000 ft. and above

PLACERVILLE AND VICINITY

Figure VI-3

In residential areas with municipal water service, fire flow requirements call for the ability to deliver 500 gallons per minute for one hour, with a residual pressure of 20 psi. This is provided in the City of Placerville with reservoir capacity and with a system of clay valves on EID mains, which can open to provide a surge of water on demand. In some portions of the water service area old and undersized water mains limit the ability of the system to provide adequate fire flow. Although assessments have not been completed of fire flow adequacy, it is expected that recent improvements to water mains will be found to have increased fire flow capabilities to many portions of the service area.

Both residential and commercial customers must pay a flat bimonthly charge of \$7.00 for the first 500 cubic feet of water used, plus \$1.20 per 100 cu. ft. for usage of 501 to 1,000 cu. ft. For usage levels greater than this, the rate structure descends in a steplike manner to a low of \$0.30 per 100 cu. ft. for residential uses greater than 10,000 cu. ft., and to \$0.25 for commercial uses greater than 50,000 cu. ft. With the exception of large commercial users, commercial rates are generally 50 to 100 percent higher than residential rates. Water hookup charges are divided into two parts: 1) capital improvement charge and 2) the actual meter and installation charge. The capital improvement charge of \$1,500 is actually divided into two parts. \$1,200 is passed through to EID and \$300 is kept by the City to improve its own system. Beyond the first units of a project, apartments pay a reduced charge of \$1,125. The meter charge is \$165 for 3/4 inch meter and there is an installation fee of approximately \$300, which may be either higher or lower, depending on the actual cost incurred by the City. Due to slow growth in the number of customers, the Water Department has had a substantial shortfall in revenues, which may result in an increase in rates.

SANITATION

The Placerville Waste Water Treatment Plant (PWWTP) serves 1,952 residential customers and 299 commercial customers in an approximately eight square mile area, extending slightly beyond the city limits in all directions. Figure V-4 shows the treatment plant location and line system. The plant, located one mile west of the city limits, adjacent to Hangtown Creek, utilizes an advanced level of secondary treatment to process sewage before discharging it into Hangtown Creek. Adequate treatment is of major concern since effluent eventually reaches the American River, which is a water source for Sacramento.

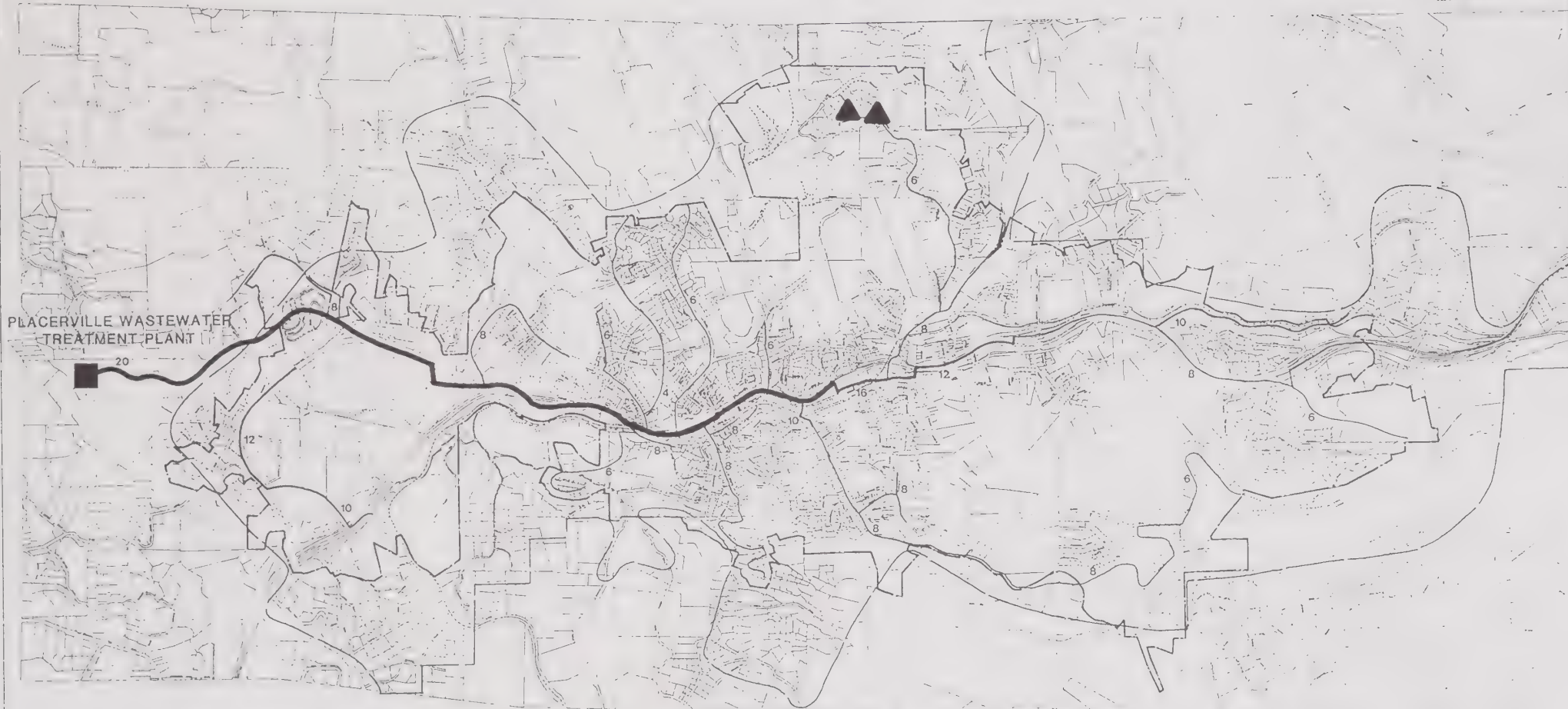
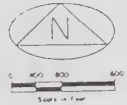
With a capacity of 1.6 MGD, the PWWTP treats approximately 0.9 to 1.0 MGD in dry weather, increasing to 5.0 MGD in wet weather. This increase is due to many sources of inflow and infiltration. Many older buildings are equipped with roof drains connected directly to sewer lines. Prior to the 1930's, when sewer lines flowed directly into Hangtown Creek, these roof drain connections were of no concern. Now flow from these roof drains strains the capacity of the treatment plant in wet weather. In 1938, when the first sewage treatment plant was built at the western edge of the city, the many sewer lines which had drained into Hangtown Creek were connected by a sewer main placed in the creekbed. As a consequence, during wet weather, when the creek fills with water, over 50 percent of manholes in this trunk line are submerged, resulting in great quantities of inflow. Although the magnitude of wet weather flow is large, the treatment plant is designed to process a peak wet weather flow of 5.7 MGD. With improvements to the collection system, wet weather flows could be kept below 5.7 MGD as residential and commercial development continues.

The most critical reserve capacity is the peak dry weather flow limit of 1.6 MGD. If development proceeds on all projects within the City of Placerville for which permits have already been

CITY OF PLACERVILLE
General Plan

EXISTING SEWER SYSTEM

Legend
City Limits
Property Lines
Highway
Roadway
Roadway Right of Way



- Wastewater Service Area
- 18 12 8 Sewer Line with Diameter in Inches
- Wastewater Treatment Plant
- ▲ Pump Station

Source: El Dorado Irrigation Dist. Wastewater System Master Plan, Dec. 1981

Figure VI-4

granted, a reserve capacity of between ten and fifteen percent will remain. The Central Valley Regional Water Quality Control Board is not expected to allow the Placerville Waste Water Treatment Plant to discharge more than 1.6 MGD of secondarily treated water into any creek in the American River Watershed. The options appear to be a halt to increases in raw sewage flows, tertiary treatment, use of secondarily treated effluent to irrigate non-food crops, or the pumping of effluent into the Cosumnes River, which is not a domestic water source.

An additional problem with the sewage system is the size of collection pipes. Although several thousand feet of pipe recently have been replaced, many collector pipes are 4 to 6 inches in diameter and require regular cleaning to maintain adequate flow capacity.

Sewer charges are based on 16 separate categories of user. Residential users, service stations, churches, rest homes/boarding houses, and the County Fair Grounds are all charged flat rates based on estimated average usage. Monthly rates range from a low of \$6.00 for churches within the city limits, to a high of \$54.00 for the County Fair Grounds. Single family residences within the city limits pay a monthly fee of \$12.00. Restaurants, retail stores, hospitals, government offices, laundromats, and many other types of businesses pay charges based on water usage, ranging from \$0.52 to \$1.88 per 100 cubic feet. for businesses within the city limits. Fees for customers outside the city limits are approximately 21 percent greater. Motels/hotels and schools pay fees based upon the number of rooms and number of students, respectively.

Sewer hookup fees are \$1,200 for both residential and commercial customers. The pace of new hookups in the sewer service area has been rapid enough to create a budgetary surplus, with the result that fees may decline in the near future.

PARKS AND RECREATION

The City of Placerville has a relatively large supply of parkland and enjoys the general benefits of a location in the scenic and historic Mother Lode country, just 60 miles west of Lake Tahoe. In addition, school play areas, private recreational resources, and recreational programs add to the wide choice of leisure activities available to residents. These recreational resources are inventoried below.

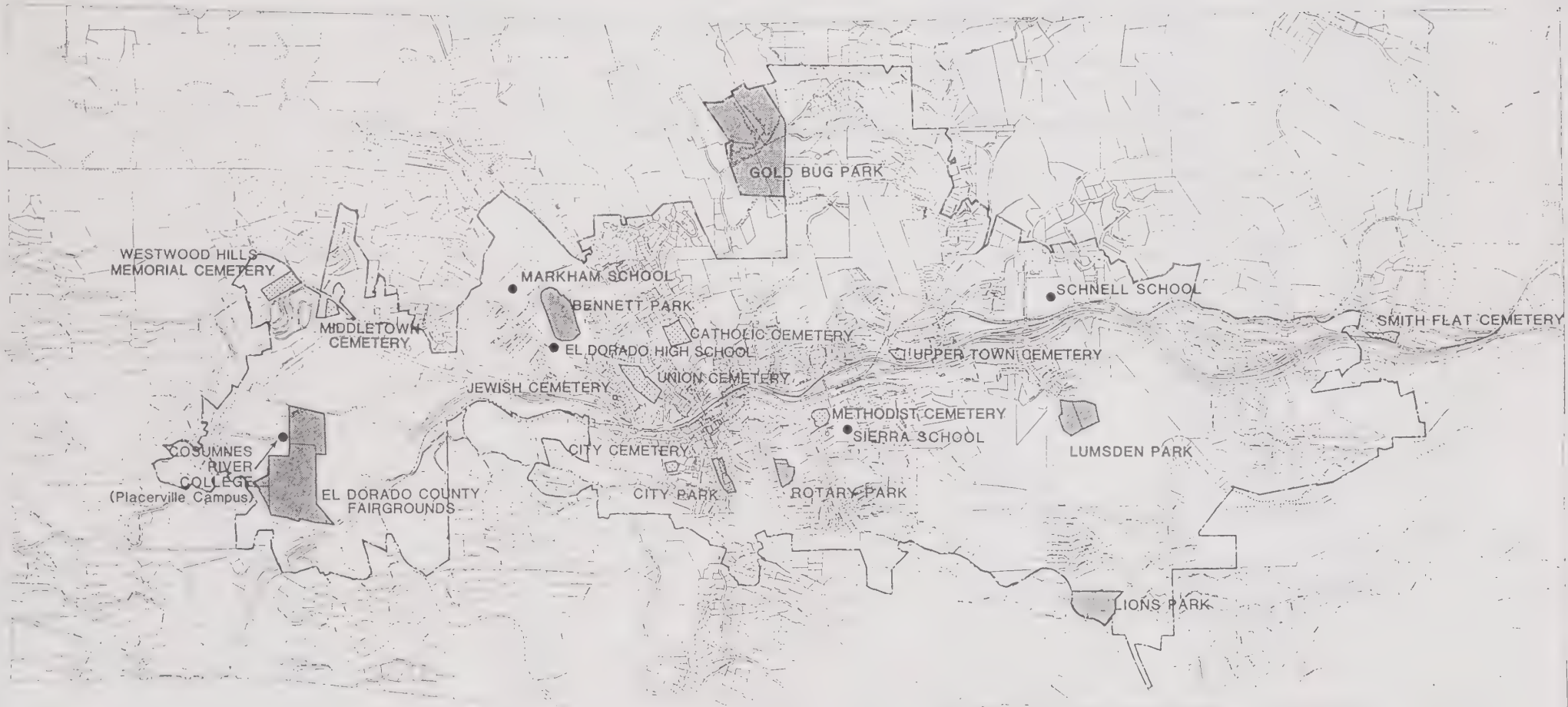
Public Recreational Facilities

A total of 36 acres of developed parkland serve the residents of Placerville in six local parks. These parks, five of which are owned and managed by the City, and one of which is owned by the County and managed by El Dorado High School, serve an estimated 40,000 residents in the greater Placerville area. Additional facilities are provided by the El Dorado County Fair Grounds and the local schools. These facilities are described below and shown in Figure VI-5.

The 61-acre Gold Bug Park, off Bedford Street, is the largest public open space in the City. This park was acquired from the Bureau of Land Management in 1981, and is only partly developed. It contains many relics of gold mining activities, and functions primarily as a historic park. The steep topography makes development of more than 10 percent of this park's acreage very difficult. Existing facilities include picnic tables, two mines open for touring, a stamping mill for viewing, hiking trails, and an archery range.

Lions Park, a 24-acre parcel off Cedar Ravine Street, provides the most used recreational services of all City parks. The developed portion, totaling approximately 8 acres, includes two softball fields (one with lights), two tennis courts, play equipment, picnic facilities, three barbecue

SCHOOLS & OPEN SPACE FEATURES



- Parks
- Cemeteries
- Schools

Figure VI-5

units, and restrooms. The 16 acres of undeveloped land is of gentle enough topography to be developed at moderate expense.

Lumsden Park, 5 acres in size, located south of Broadway, on Wiltze Road, is fully developed with picnic facilities, play equipment, a fishing pond, lawn areas, and restrooms.

Rotary Park, 4 acres in size, located south of Main Street on Clark Street, is fully developed with a lighted Little League baseball field, play equipment, picnic facilities, and restrooms.

City Park, 3 acres in size, located south of Main Street on Benham Street is fully developed with an outdoor swimming pool, tot-lot play apparatus, two horseshoe pits, picnic tables, seven barbecues, lawn areas, and Scout Hall -- a meeting hall available for recreation classes and private rentals.

Nine cemeteries located throughout the City provide additional open space. None of the nine cemeteries has been active for several years.

El Dorado High School, on Canal Street has a gymnasium and an outdoor swimming pool and also maintains the 10-acre County-owned Bennett park. This park includes two baseball fields, one football stadium, six tennis courts (three with lights), two small softball fields, a small picnic area, and a tot-lot.

Markham School (Junior High), on Spear Street, maintains two acres of play area, plus two backstops and a blacktop area with basketball hoops and volleyball nets.

Sierra School (Grades 3-6), on Thompson Street, maintains three acres of play area, one acre of turf, two backstops, a blacktop area, basketball courts, and handball courts.

Schnell School (Grades K-3), on Schnell School Road, has a large play area with play equipment plus basketball courts.

The El Dorado County Fairgrounds, on Placerville Drive, have a baseball field with lights, a racetrack with lights, large lawn areas, and halls for rent. No other County Parks or recreational facilities, with the exception of Bennett Park, mentioned above, exist within the Placerville area.

Near Coloma, 8 miles northwest of Placerville, the State operates the Gold Discovery Site State Park and the James W. Marshall State Historical Monument. Sly Park Reservoir, near Pollock Pines is a regional recreational park operated by the El Dorado Irrigation District. This park accommodates water skiing, among other recreational activities.

Although portions of the El Dorado National Forest are as close as five miles from Placerville, the majority of the 586,000 acres of public land are too far away to serve the needs of residents for weekday evening and weekend recreation.

Two additional City-owned facilities are important to note here. They are the Town Hall on Main Street, and the Center Street Parking Structure, just off Main Street. The Town Hall is used for City council meetings, and for many classes and other recreational activities. The City reserves the right to use the upper level of the Center Street Parking Structure during weekends and evenings for community activities. In both 1984 and 1985 this was the site of the very popular Starlight Ball. Other uses under consideration include swap meets, craft shows, and car shows.

Plans for Improvement of Public Recreational Areas

The amount of parkland in the City has remained constant for at least 10 years. As anticipated residential growth occurs in the Placerville Drive area, the City intends to develop a park in that area, although a parcel has not yet been selected. More immediate plans call for improvement of Lions Park to expand the amount of developed acreage.

El Dorado County has developed plans for three parks near Placerville, in the areas of Diamond Springs, Gold Oak School, and Coloma. In addition, El Dorado Irrigation District is planning a regional park in connection with the proposed Texas Hill Reservoir, to be located along Weber Creek, two miles south of Placerville.

Private Recreational Facilities

The Sierra Golf Course, a small privately-owned nine-hole course south of the Placerville Airport, is available to the public. This is the only golf course in the City of Placerville.

River rafting on the south Fork of the American River is a popular sport, bringing many visitors to the Placerville area. Twelve companies locally advertise white-water rafting. Most trips begin at Chili Bar, where State Highway 193 crosses the river, and end at Coloma, near where State Highway 49 crosses the river.

Other private recreational facilities include the Elks Lodge, Moose Hall, a bowling alley, two movie theaters, and several small video arcades.

Recreational Programs and Events

The City Parks and Recreation Department offers a wide range of recreational classes and programs for people of all ages. These include day camps, arts programs, special classes, exercise, and organized games and sports. City-sponsored teen programs have not been developed to a large extent due to lack of interest among potential participants, although the Scouting and 4-H programs are both popular. A privately-run teen center, operated by Big Brothers and Big Sisters, is expected to open in the near future.

The largest single annual City event is the Wagon Train Days, a three-day festival held in late June of each year. This event begins with the arrival of a wagon train from Nevada, continues with an arts and craft fair, a rodeo, and dancing, and ends with a parade and brunch. The annual County Fair has the events and contests common to county fairs everywhere, but is distinguished from others in part due to a special "Studebaker Wheelbarrow Race", inspired by the automaker's humble beginnings, serving Placerville's gold-mining industry.

Assessment of Present and Future Demands

The State standard for city parkland is five acres of developed land per 1,000 persons. When added together the City-owned parks plus Bennett Park total 36 acres of developed land, in close accordance with the state standard when compared with the January 1, 1985 City population of 7,153. When school play fields are added, there would appear to be more than an adequate amount of parkland. However, the number of persons using City parkland is far greater than the City population. It is estimated that 40,000 persons living in the greater Placerville area use City park areas, in part because there are no developed County parks in the area.

City park lands show such signs of overuse as loss of turf. This is due to nearly continuous use. All baseball and soccer fields are fully scheduled each summer, under continuous use during weekdays, evenings and weekends. The two local softball fields simply cannot serve the 90 locally-registered softball teams. The parks also show a shortage of turf area for leisurely family-oriented use.

With the growth of girls athletics programs, the El Dorado High School gymnasium is reaching capacity, greatly reducing its availability for use by the City Parks and Recreation Program. With growth of population, demands for recreational activities will increase. In addition, it is expected that as more persons move into Placerville with recreation-oriented lifestyles, the need for recreational facilities will increase at an accelerated pace.

Recreational Trails

Only two recreational trails have been developed in the City. One trail, a senior citizens par course, has been constructed in Bennett Park. The other trail is a one-mile bike lane striped along Fair Lane between the American River College and the County Government Center. Due to steep topography and narrow streets throughout much of the City, potential bicycle lane areas are limited. Possible bicycle routes include downtown to Gold Bug Park, downtown to Schnell School, and a link between El Dorado High School and Markham School. Lions Park has adequate space for a jogging trail.

SCHOOLS

The City of Placerville is served by one school each for grades K-3, 3-6, 7-8, and 9-12. The Placerville Unified Elementary District, covering the City of Placerville plus an equally large area north and east of Chili Bar, serves a total of 1,087 students. In October of 1984 attendance at Schnell School (Grades K-3) was 397 pupils. Attendance figures at the Sierra School (Grades 3-6) and at the Edwin Markham School (Grades 7 and 8), were 435 and 255 pupils, respectively. The El Dorado Union High School District, covering the entire west slope of El Dorado County, served a total of 1,488 students in October 1984, from its single facility, El Dorado High School. All of these campuses have been declared "impacted," which means simply that they have more students than their facilities are designed to accommodate. The sites of these campuses are shown in Figure VI-5.

Between the years 1979-80 and 1983-84, enrollment in the Placerville Union Elementary District grew at a rate of 0.6 percent per year. During the same period, enrollment in the El Dorado Union High School District grew by 0.8 percent per year. This rate of growth is slower than the rate of growth in number of dwelling units, as the number of school-age children per household has declined. Whereas the 1979 ratio of enrollments to households in the Placerville Union Elementary District was 0.36, the ratio fell to 0.24 in 1983. Similarly, the ratio for the El Dorado High School District fell from 0.174 in 1979 to 0.151 in 1983, despite an increase in the number of continuation school enrollments. Reasons cited by the County Office of Education include, among others, a continuing trend toward fewer children per family and delay of child-rearing until later in life, as well as an increase in the number of second homes, which do not generate a need for schools.

Forecasts prepared by the El Dorado County Office of Education indicate that the ratio of enrollments to number of housing units will continue to fall. By the year 2003-04, elementary districts are expected to have 0.30 enrollments per dwelling unit, while high school districts are expected to have 0.12 enrollments per dwelling unit. The County Office of Education forecasts

that by the year 2003-04, El Dorado High School is expected to have an enrollment of 2,130 students.

FIRE PROTECTION

All lands within the City of Placerville, plus approximately 20 square miles of adjacent unincorporated land are served by the Placerville Fire District. The Fire District is currently staffed (1985) by six full-time personnel and up to 26 volunteers, operating out of two stations, both located in the City of Placerville. The station on Sacramento Street served as the only station until 1977, when a new structure was built at the intersection of Main Street and Mosquito Road to serve as both a police station and main fire station. A third fire station is planned for the Placerville Drive area. District equipment includes 4 pumpers and two pickups. Care has been taken in ordering equipment to ensure that all pieces of equipment can negotiate the many steep and narrow roads within the district. The Fire Department responds to all fire and medical aid calls within the District, as well as calls for search and rescue, smoke checks, LP gas leaks, and cleanup of hazardous substances (most commonly gasoline spills).

The Fire District has automatic aid cooperative agreements with all surrounding fire districts to respond when needed. All emergency calls are handled by a central dispatcher serving the entire western slope. Neighboring districts include Diamond Springs/El Dorado to the southwest, Pleasant Valley to the southeast, Pollock Pines/Camino to the east, Mosquito to the north, Garden Valley to the northwest, and Coloma/Lotus and Rescue to the West. During the months of May through October, the California Department of Forestry provides fire suppression assistance.

In 1979 the City Council adopted the Uniform Fire Code, requiring adequate fire hydrant service prior to approval of new construction in areas served by municipal water. Requirements are based on the size and type of structure, but are a minimum of 500 gallons per minute for one hour, with a residual line pressure of 20 pounds per square inch (psi). Some parts of the city have undersized water mains resulting in a less than adequate fire flow capacity, but a survey, currently underway to identify the extent of this problem, has not yet been completed.

Brush growing near residential structures is a continuing problem. The Universal Fire Code provision requiring clearance of brush to at least 30 feet from any structure or combustible fence is not regularly observed. The most critical areas for brush fire danger are the Country Club Drive area, near the airport, and the area along State Highway 193 as it descends to the American River. In 1979, the Chili Bar Fire burned several homes and several acres of brush in Mosquito Canyon.

Although fire suppression equipment can negotiate all roads in the Fire District, some neighborhoods are served by only one traffic arterial, resulting in risk of entrapment if a fire were to engulf the access road. The neighborhood at greatest risk is on Morrene Drive, on the northern edge of the city.

Response times are less than five minutes within the city, but as much as 15 minutes for the farthest runs in the Fire District. A field survey of the City's fire protection facilities, conducted by the Insurance Services Office in 1980, gave the District a Class 5 rating for areas within the city limits served by water mains, a Class 7 rating for areas outside of the city, but served by water mains, and a Class 9 for all areas not served by water mains.

LAW ENFORCEMENT

The Placerville Police Department is responsible for law enforcement within the city boundaries. In unincorporated areas near the city limits, City Police units may provide first response to emergency calls if County Sheriff's units are not nearby. The County Sheriff's office provides a corresponding service to the City.

The City Police force currently (1985) consists of 19 sworn personnel, including the Chief, Sergeants, and Officers. Generally three cruisers are on patrol at any given time. All police activity operates out of the combined Fire/Police services building at the intersection of Main Street and Mosquito Road.

Average response times are three to four minutes for emergency calls (burglar alarm, crime in progress, or threat of bodily injury or property damage), and seven to thirteen minutes for priority calls (burglary without suspects, citizen's arrests). These are close to the Department's goal of three minutes and seven minutes for emergency and priority calls, respectively. Routine calls (reports of vandalism, petty theft without suspect, parking violations, excessive noise) currently have a response time of 17 to 22 minutes, considerably longer than the Department goal of 10 minutes.

In recent years the Police Department has noted a slight increase in burglary with many apprehended persons residing in unincorporated areas of El Dorado County or in areas outside of the County entirely. Tourists do not appear to be perpetrators of crimes, nor do they tend to be drunk drivers, however tourists' possessions are often the object of burglaries. The type and number of crimes varies little from month to month, with the exception that as unemployment rises, alcohol-related and violent crimes tend to rise.

The Police Department estimates that with Placerville's role as a regional marketing center and the County Seat, as well as a service area for tourists, law enforcement services are provided to approximately 45,000 to 50,000 persons daily.

SOLID WASTE DISPOSAL

Solid waste disposal for the Placerville area is provided by El Dorado Disposal, a private franchise utilizing the abandoned Union Mine in El Dorado as a dump site. The site has served the entire west slope for over 20 years and has an estimated reserve lifetime of 20 to 30 years at the current disposal rate of 150 tons per day.

Hazardous materials disposal is not yet a recognized problem in the Placerville area since no industrial firms using substantial quantities of hazardous materials are located in the area. The nearest certified hazardous waste disposal site is the Acme Landfill, in Martinez, California. The hazardous waste generated in greatest quantities is septic tank sludge. The Placerville Waste Water Treatment Plant is the only approved septic sludge disposal site on the western slope. Concern has been raised that some sludge is disposed of elsewhere. No historical hazardous waste dump sites are known to be located in the Study Area, although approximately 20 years ago, following an explosion in an electrical generating plant, approximately 700 gallons of oil were removed from the plant and disposed of at an unknown location near Diamond Springs. At approximately the same time similar waste oil was used for dust control on dirt roads in the Missouri Flat area. Tests have not been conducted to determine if this oil contains PCBs. (Information from Fred Sanford, County Environmental Health Department).

OTHER FACILITIES AND SERVICES

Health Care

Marshall Hospital, the only acute care facility on the western slope, is located in south central Placerville in the Cedar Ravine residential area. The hospital has 90 beds, including eight intensive care unit beds and eight obstetrical beds. The active medical staff consists of 51 medical doctors covering all major specialties except cardiology and neurosurgery. The hospital recently completed a large expansion, nearly doubling its capacity. A second expansion, to double capacity again is under consideration by the hospital.

The Placerville area also has three convalescent hospitals (El Dorado Convalescent Hospital, Gold Country Health Center, and Placerville Pines Convalescent Hospital), a mental health outpatient clinic (El Dorado County), seven individual and six group dental practices, and many clinics operated as private practices by the active medical staff of Marshall Hospital.

Government Buildings and Facilities

County

As the county seat, Placerville hosts many countywide governmental functions. The County Courthouse and District Attorney offices are located at 495 and 515 Main Street, respectively. The Health Department and Community Programs offices are located at 931 and 937 Spring Street, respectively. The Superintendent of Schools office is located at 337 Placerville Drive, and the Welfare office is located at 2929 Grandview Drive. Most other County offices are located at the County Government Center on Fair Lane. These include the Sheriff's Office, County Jail, Library, and Planning Department.

City

City Hall is located at 487 Main Street, adjacent to the County Courthouse. This houses most City administrative offices, including the City Clerk and Community Development Department. The Fire and Police Department headquarters are located at 730 Main Street, and a second fire station is located at 3034 Sacramento Street. The Recreation and Parks Department is located in the Town Hall, at 549 Main Street. The city corporation yard is located on Big Cut Road at the intersection of Sierra Drive.

Federal

The El Dorado National Forest Supervisor's Office is located at 100 Forni Road, across Highway 50 from the County Fairgrounds. Other Federal offices include a Forest Service nursery, Agriculture Department Institute of Forest Genetics, a Soil conservation Service Office, and Post Office.

Electrical Service

Electrical service is provided by Pacific Gas and Electric Company. The Placerville area is served by a substation located south of Broadway. This substation is supplied power from the California electrical grid by a 115 Kilovolt transmission line from the Gold Hill area. From the Placerville substation, five circuits serve the surrounding area. In 1982 the capacity of this PG&E subsystem

was doubled. According to PG&E representatives, this is expected to be adequate for at least a doubling of the present population.

Domestic Gas Use

Natural gas service is not provided in the Placerville area. Bottled gas is provided by four major suppliers: Cal Gas, Empiregas, Pargas, and Vangas.

FINDINGS

- The City of Placerville has ample water supplies to serve projected development. A major constraint on the water system is the inability to serve customers at elevations over 2,000 feet.
- The City's existing 36 acres of developed parkland when combined with school recreational facilities meets the State standard of 5 acres of developed parkland per 1,000 population. Placerville's park system, however, serves a population of approximately 40,000, over five times the incorporated city's population. A number of City parks are showing signs of overuse.
- Placerville is served by four schools, one each for grades K-3, 3-6, 7-8, and 9-12. Recent growth in school enrollments has been relatively low. Nonetheless, all of the schools serving Placerville are currently impacted and, therefore, require the use of temporary classrooms to accommodate student enrollments.
- The Placerville Fire District provides service to incorporated Placerville and to a 20 square mile unincorporated area. Within the city limits, the Fire District maintains a response time of less than five minutes.
- Placerville currently maintains a Class 5 fire insurance rating for areas within the city limits served by water mains, a Class 7 rating for areas outside the city but served by water mains, and a Class 9 rating for all areas not served by water mains.
- The Placerville Police Department maintains an average response time of three to four minutes for emergency calls and seven to thirteen minutes for priority calls.
- Solid waste collection and disposal service is provided by a private franchise. Placerville's solid waste is disposed of at the abandoned Union Mine in El Dorado, which has an estimated resource life of 20 to 30 years at the current disposal rate.
- Electrical Service provided by PG&E is adequate to support a doubling of the present population.

INFORMATION SOURCES

- 1 El Dorado Irrigation District, *Final Report, Water System Master Plan*, December 1981.
- 2 El Dorado Irrigation District, *Final Report Wastewater System Master Plan*, December 1981.
- 3 El Dorado Irrigation District, *South Fork American River Development, Upper Mountain Project, Condensed Summary of License Application Exhibits*, No Date.
- 4 El Dorado Irrigation District, *Water and Wastewater Systems Master Plan*, August 1984.
- 5 Conrad Montgomery, City Planner, City of Placerville.
- 6 Mike Foster, City Engineer, City of Placerville.
- 7 Ron Mueller, Director of Parks and Recreation, City of Placerville.
- 8 El Dorado County Office of Education, *El Dorado Union High School District Demographic Study and Facilities Needs*, April 1984.
- 9 Al Herzig, Fire Chief, City of Placerville.
- 10 Ted Mertens, Police Chief, City of Placerville.
- 11 Fred Sanford, El Dorado County Environmental Health Department.
- 12 Dick Wright, Customer Representative, Pacific Gas and Electric.

VII. NATURAL RESOURCES

CHAPTER VII

NATURAL RESOURCES

INTRODUCTION

Placerville's natural resources--its water, air, agricultural land, soils minerals, vegetation, and fish and wildlife--contribute to the City's economy and key elements in the quality of life of Placerville's residents. This chapter provides an inventory of the area's natural resources, including an assessment of their current quality and value.

WATER RESOURCES

The Placerville General Plan Study Area falls within the drainage basins of the South Fork of the American River and the Cosumnes River, which join the Sacramento River in Sacramento County and flow into San Francisco Bay. Both drainage basins contain many perennial streams. Among these are Cold Springs Creek, Weber Creek, Hangtown Creek, and several small tributaries of the American and Cosumnes Rivers, all of whose watersheds constitute important water resources for Placerville.

The climate of the study area is characterized by sunny, dry summers and relatively wet winters. Average annual precipitation in Placerville is about 47 inches, with snowfall accounting for about 12 percent of that.

The primary water resources in the region are the South Fork of the American River and its tributary, Weber Creek. These resources are used for irrigation and domestic water supply, for power generation, and for recreation, including white-water rafting, water skiing, and fishing.

The El Dorado Irrigation District provides irrigation and domestic water to much of the western slope through a centralized water supply system. Several smaller systems are operated by EID to serve more outlying communities. The EID centralized system draws water primarily from Sly Park Reservoir, a 41,000 acre-feet reservoir built on Weber Creek in the 1950's. EID may withdraw up to the firm yield of the reservoir, 23,000 acre-feet/yr. EID may also purchase up to 15,080 acre-feet/yr of water from Pacific Gas and Electric Company from its El Dorado Forebay, located on the South Fork of the American River northeast of Pollock Pines. To meet demands in the western part of the centralized system below Placerville, EID may obtain up to 6,550 acre-feet/yr of water from Folsom Lake, located at the confluence of the main and south forks of the American River.

Due to the use of the lower American River for water supply, the Central Valley Regional Water Quality Control Board strictly regulates type and amount of effluents which may be discharged into streams within this watershed, which extends as far south as Diamond Springs, and north into Placer County.

LAND IN AGRICULTURAL PRODUCTION

According to the land use survey completed by the City, there is no land within the city limits devoted to agricultural uses. There are, however, some areas of the unincorporated study area which are used for agriculture. Principal crops in these areas include pears, apples, grapes, and irrigated pasture. Livestock is generally raised on lands to the west of the study area, where

forage is abundant. Timber is harvested primarily on lands to the east of the study area, where extensive timber stands exist.

SOILS

For many years reports and soil maps prepared by the US Soil Conservation Service (SCS) have been the primary source of information for identifying lands suitable for agricultural uses. In 1974 the Soil Conservation Service, in cooperation with the University of California Agricultural Experiment Station, issued a soil survey of El Dorado County. The survey describes and maps soils based on characteristics of soil horizons, texture, slope, stoniness, erodibility, or other characteristics that affect economic use of the soil. Over 120 separate soil types are identified for the County as a whole, and are mapped at a scale of 1:20,000 on aerial photos. Figure VII-1 shows soil types in the Placerville area. The following chart lists those soils appearing on the map which are classified as choice agricultural soils:

Choice Agricultural Soils meeting the 15 percent slope and 36" depth requirement:

AfB2	Aiken loam, 3 to 9 percent slopes
AfC2	Aiken loam, 9 to 15 percent slopes
CmC	Cohasset loam, 9 to 15 percent slopes
CoC	Cohasset cobbly loam, 3 to 15 percent slopes
HgC	Holland coarse sandy loam, 9 to 15 percent
JtC	Josephine silt loam, 5 to 15 percent slopes

Choice Agricultural Soils having areas that may not meet the 15 percent slope or 36" depth requirements:

BhC	Boomer gravelly loam, 3 to 15 percent slopes
BhD	Boomer gravelly loam, 15 to 30 percent slopes
BpD	Boomer-Sites loams, 15 to 30 percent slopes
CoE	Cohasset cobbly loam, 15 to 50 percent slopes
DfB	Diamond Springs very fine sandy loam, 3 to 9 percent slopes
DfC	Diamond Springs very fine sandy loam, 9 to 15 percent slopes
DfD	Diamond Springs very fine sandy loam, 9 to 15 percent slopes
JtD	Josephine silt loam, 5 to 15 percent slopes
JvD	Josephine-Mariposa gravelly loams, 15 to 30 percent slopes
SkD	Sites loam, 15 to 30 percent slopes

Choice Agricultural Soil not meeting the slope and depth requirement:

MaD	Mariposa gravelly silt loam, 3 to 30 percent slopes
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The 1974 SCS survey also classifies soils based on economic value for intensive agricultural use, range, woodland, and wildlife uses. In 1980 the California Department of Conservation, Division of Land Resource Protection, began work to supplement the SCS conservation programs. Specifically, the Department began a Farmland Mapping and Monitoring Program. This program, designed to inventory important farm and grazing lands in the form of Important Farmland Series maps, became California law in 1982. Its purpose is to monitor conversion of the State's agricultural land to and from agricultural use, and to report such conversions to the legislature, local government, and the public. In 1984 Advisory Guidelines and preliminary maps were published by the Department of Conservation.

SOIL CLASSIFICATIONS



Figure VII-1

Source. United States Soil Conservation Service, 1974

The Guidelines identified five categories of farmland: Prime Farmlands, Farmlands of Statewide Importance, Unique Farmlands, Farmlands of Local Importance, and Grazing Lands. The Department of Conservation defines these five categories as follows:

Prime Farmland is land which has the best combination of physical and chemical characteristics for the production of crops. It has the soil quality, growing season and moisture supply needed to produce sustained high yields of crops when treated and managed, including water management, according to current farming methods. Prime Farmland must have been used for the production of irrigated crops within the last three years. It does not include publicly owned lands for which there is an adopted policy preventing agricultural use.

Farmland of Statewide Importance is land other than Prime Farmland which has a good combination of physical and chemical characteristics for the production of crops. It must have been used for the production of irrigated crops within the last three years. It does not include publicly owned lands for which there is an adopted policy preventing agricultural use.

Unique Farmland is land which does not meet the criteria for Prime Farmland or Farmland of Statewide Importance, that is currently used for the production of specific high economic value crops. It has the moisture supply needed to produce sustained high quality or high yields of a specific crop when treated and managed according to current farming methods. Examples of such crops may include oranges, olives, avocados, rice, grapes, and cut flowers. It does not include publicly owned lands for which there is an adopted policy preventing agricultural use.

Farmland of Local Importance is either currently producing crops, or has the capability of production. Farmland of Local Importance is land other than Prime Farmland, Farmland of Statewide Importance, and Unique Farmland. This land may be important to the local economy due to its productivity. It does not include publicly owned lands for which there is an adopted policy preventing agricultural use.

Grazing Land is defined in California Government Code Section 65570 (n)(2) as: "...land on which the existing vegetation, whether grown naturally or through management, is suitable for grazing or browsing of livestock." The minimum mapping unit for Grazing Land is 40 acres.

These five categories have been mapped for all non-developed lands at a scale of 1:20,000 by the El Dorado County Resource Conservation District. These farmland classifications are mapped in Figure VII-2.

MINERAL RESOURCES

With the significance of gold to the history of Placerville it is understandable that gold is one of the major resources found in the area. Other mineral resources include chromite, talc, asbestos and limestone.

The State Surface Mining and Reclamation Act requires cities and counties to regulate specified mining operations, with approval of a reclamation plan as a condition for issuance of a mining permit. Local ordinances adopted to implement this requirement must be reviewed and certified

FARMLAND CLASSIFICATIONS



- Farmlands of Statewide Importance
- Prime Farmlands
- Unique Farmlands
- Additional Farmland of Local Importance

Source: El Dorado County Resource Conservation Dist.

Figure VII-2

by the State Mining and Geology Board as to their conformity with state law and the Board's policies and procedures.

The Act also requires the State Geologist to classify mineral areas in the state and the State Mining and Geology Board to designate mineral deposits of regional or statewide significance.

Land throughout the Placerville quadrangle was classified into Mineral Resource Zones (MRZs) with respect to the presence, absence, or likely occurrence of mineral deposits according to guidelines adopted by the California State Mining and Geology Board. These guidelines require that the State Geologist classify land into Mineral Resource Zones as follows:

MRZ-1 Areas where adequate information indicates that no significant mineral deposits are present, or where it is judged that little likelihood exists for their presence. This zone shall be applied where well developed lines of reasoning, based upon economic geologic principles and adequate data, demonstrated that the likelihood for occurrence of significant mineral deposits is nil or slight.

MRZ-2 Areas where adequate information indicates that significant mineral deposits are present or where it is judged that a high likelihood exists for their presence. This zone shall be applied to known mineral deposits where well developed lines of reasoning, based upon economic geologic principles and adequate data, demonstrate that the likelihood for occurrence of significant mineral deposits is high.

MRZ-3 Areas containing mineral deposits the significance of which cannot be evaluated from available data.

MRZ-4 Areas where available information is inadequate for assignment to any other MRZ zone.

MRZ-2 and MRZ-3 are further subdivided by the State Geologist into MRZ-2a MRZ-2b, and MRZ-3a MRZ-3b, respectively. These classifications are based on the degree of certainty with which a geologic resource is identified, as described below:

MRZ-2a Areas which contain discovered mineral deposits that represent either measured or indicated reserves as determined by such evidence as drilling records, sample analysis, surface exposure, and mine information.

MRZ-2b Areas which contain discovered deposits that represent either inferred reserves or deposits that are presently subeconomic as determined by limited sample analysis, exposure, and past mining history. Further exploration work and/or changes in technology or economics could result in upgrading areas classified MRZ-2b to MRZ-2a.

MRZ-3a Areas underlain by geologic settings which are favorable environments for the occurrence of specific mineral deposits. These are referred to as "hypothetical" resources. Further exploration work within these areas could result in the reclassification of specific localities into the MRZ-2a or MRZ-2b categories.

MRZ-3b Areas underlain by geologic settings which appear to be favorable environments for the occurrence of specific mineral deposits. These are referred to as "speculative" resources. Further exploration work could result in the reclassification of all or part of these areas into MRZ-3a category, or specific localities into the MRZ-2a or MRZ-2b categories.

The California Division of Mines and Geology evaluated the Placerville area for the presence or likely occurrence of specific metallic and industrial mineral deposits based on past mineral production and modern geologic concepts relating to mineral occurrence. The following types of mineral deposits were identified:

- Deposits formed by magmatic concentration (chromite).
- Deposits containing gold, copper, and zinc formed by volcanogenic processes.
- Deposits containing copper and gold formed by contact metasomatism.
- Deposits containing gold formed by hydrothermal cavity filling and replacement processes.
- Placer deposits containing gold and chromite.
- Industrial minerals (talc and carbonate rock).

A composite map indicating the presence of the above mineral resources appears in Figure VII-3. This figure indicates that the most promising hard rock gold deposits occur along the western branch of the Melones fault zone. This entire area is classified as MRZ-2a or MRZ-2b, meaning that mineral deposits are known or inferred. Another small area, north of Highway 50 and west of Missouri Flat has significant measured or indicated gold resources. The only other significant measured or indicated mineral resource is a limestone quarry 4 miles southeast of Placerville. A small outcrop to the south of the quarry is indicated as having significant inferred resources. All other portions of the Planning Area either have hypothetical resources (MRZ-3a), or are areas where insufficient geologic information exists to determine either the presence or absence of mineral resources. Portions of the Study Area east of Smith Flat have not been classified by the State Division of Mines and Geology.

A notable feature of the Mineral Resource Zone map is the placer gold deposits south and east of the City of Placerville, including Sacramento Hill and Texas Hill. These deposits are the ancient riverbed sediments, discussed above, which were covered by volcanic deposits and protected as surrounding lands were eroded.

FISH AND WILDLIFE

The mild climate and variety of vegetative habitats in the Planning Area support an abundance of wildlife species. Chaparral, oak woodland, open grasslands and riparian plant associations can all be found. Although residential development has tended to displace many of the more sensitive animals, a number of larger mammal species, such as deer, have remained due to the amount of undeveloped land remaining.

COMPOSITE MINERAL LAND CLASSIFICATION MAP



Source: State of California
Division of Mines &
Geology, Aug. 1983

PLACERVILLE AND VICINITY

Figure VII-3

Animals Found in the Placerville Area

The following species of animals probably live in the Study Area.

Common Name	Scientific Name	Habitat
Mammals:		
Mule or Black-tailed Deer	<i>Odocoileus hemionus</i>	Riparian, Oak woodland
Coyote	<i>Canis latrans</i>	Grassland, woodland
Bobcat	<i>Lynx rufus</i>	Oak-grassland (possible resident)
Gray Fox	<i>Urocyon cinereoargenteus</i>	Grasslands
Black-Tailed Jackrabbit	<i>Lepus Californicus</i>	Grasslands
Audubon Cottontail	<i>Sylvilagus auduboni</i>	Grasslands
Raccoon	<i>Procyon lotor</i>	Riparian, woodland
Striped Skunk	<i>Mephitis mephitis</i>	Grasslands, woodlands
California Ground Squirrel ("Beechey")	<i>Otospermophilus beecheyi</i>	Grasslands
Common Birds:		
Turkey Vulture	<i>Cathartes aura</i>	Over all lands
Red-tailed Hawk	<i>Buteo jamaicensis</i>	Over all lands
Raven	<i>Corvus corax</i>	Over all lands
Crow	<i>Corvus brachyrhynchos</i>	Mostly grasslands
California Quail	<i>Lophortyx californicus</i>	On ground under shrubs
Red-winged Blackbird	<i>Agelaius phoeniceus</i>	Open fields, marshes
Western Meadowlark	<i>Sturnella neglecta</i>	Open fields
California Scrub Jay	<i>Aphelocoma coerulescens</i>	Trees, oaks
Acorn Woodpecker	<i>Malanerpes formicivorus</i>	Oaks
Red-shafted Flicker	<i>Colaptes cafer</i>	Grasslands
Robin	<i>Turdus migratorius</i>	Grassland, woodland
Brown Towhee	<i>Pipilo fuscus</i>	Grassland, small trees
Common Bushtit	<i>Psaltiriparus minimus</i>	Shrubs
Plain titmouse	<i>Parus inornatus</i>	Oak woodland
Oregon Junco	<i>Junco oreganus</i>	Trees
Chipping Sparrow	<i>Spizella passerina</i>	Grassland
California Linnet	<i>Carpodacus mexicanus</i>	Woodland or grassland
Reptiles and Amphibians:		
Western Fence Lizard	<i>Sceloporus occidentalis</i>	Chaparral, grassland
Northern Alligator Lizard	<i>Gerrhonotus coeruleus</i>	Chaparral, grassland
Southern Alligator Lizard	<i>Gerrhonotus multicarinatus</i>	Chaparral, grassland
Western Toad	<i>Bufo boreas</i>	Grassland
Western Rattlesnake	<i>Crotalus viridis</i>	Grassland, chaparral
Pacific Treefrog	<i>Hyla regilla</i>	Sheltered spots
Garter Snake	<i>Thamnophis</i> spp.	Grassland, near water or marshes

Rare, Endangered, or Protected Wildlife Species

The following list identifies rare or endangered wildlife species that may live in the Study Area, according to El Dorado County planning documents, along with their normal habitat:

Red-legged Frog	<i>Rana durora</i>	In permanent quiet water bodies such as ponds and lakes, and in quiet pools along streams
Horned Lizard	<i>Phrynosoma</i> spp.	In chaparral, on the ground in burrows in dry areas
San Joaquin Whipsnake	<i>Masticophis flagellum ruddocki</i>	In chaparral, open grasslands in dry areas
Southern Bald Eagle	<i>Haliaetus l. leucocephalus</i>	Over large bodies of water
American Peregrine Falcon	<i>Falco peregrinus anatum</i>	Over large bodies of water
Ring-tail Cat	<i>Basariscus astutum</i>	In rocks or brush near water, nocturnal

Not all of these are certain to live in the Study Area. The most likely species to be found are the Red-legged Frog and the Ringtail Cat, due to the many small year-round streams, ponds and wet areas. The Horned Lizard, a protected species, and the San Joaquin Whipsnake might be found in open chaparral or grassland where the exposure is dry and hot. The American Peregrine Falcon and Southern Bald Eagle would be unlikely residents, as their habitat near large bodies of water are found only on the northern edge of the Study Area, east of Chili Bar.

Surrounding Placerville, at elevations from 500 to 3,000 feet, is a large, non-migratory herd of deer, known as the Placerville deer herd. Because this herd tends to reside in the same area both summer and winter, there are no migratory routes which might be affected by new developments.

Fish Species Found in the Study Area

Weber Creek and the South Fork of the American River are the only streams in the Study Area with flows and streamside conditions adequate to be considered fishery streams. Year-round flows are necessary to maintain a warm-water fishery. This, plus deep pools, shade and scoured gravels are necessary to have a trout fishery at these elevations. Both Weber Creek and the South Fork of the American River would be considered warm-water fisheries, although the cooler areas also support some trout. The species likely to be found in each stream are listed below:

Rainbow trout	<i>Salmo gairdneri</i>
Brown trout	<i>Salmo trutta</i>
Kokanee salmon	<i>Oncorhynchus nerka</i>
Hardhead	<i>Myeopharodon conocephalus</i>
Sacramento squawfish	<i>Ptychocheilus grandis</i>
California roach	<i>Hesperoleucus summetricus</i>
Sacramento sucker	<i>Catostomus occidentalis</i>
Small-mouth bass	<i>Micropterus dolomieu</i>
Bluegill	<i>Lepomis macrochirus</i>
Green Sunfish	<i>Lepomis cyanellus</i>
Sculpin	<i>Cottus</i> spp.

The California Department of Fish and Game has requested that the City of Placerville consider opening portions of Hangtown Creek to sunlight to support algae growth and thus support fish.

No State or Federally recognized rare or endangered species have been identified in the Study Area.

VEGETATION

The vegetation in the Study Area is typical of that found in the mid-elevation foothills of the Sierra Nevada. Oak woodlands and oak grasslands with scattered conifers are the dominant plant associations and are located on all slopes and aspects in the Area. In addition, there is a fairly large amount of cultivated orchard land to the northwest, south, and northeast of the City. A small amount of riparian vegetation is scattered along creeks and ephemeral streams draining into Weber Creek, Cold Springs Creek and the South Fork of the American River. Chaparral is located on the steep western and southern slopes north of the City, and on the south-facing slopes in the Texas Hill area.

Plant Species Found in the Study Area

According to a survey conducted in June 1976, the species listed below can be found in the Study Area.

Trees: Conifers

Yellow Pine
Douglas Fir
Digger Pine

Pinus ponderosa
Pseudotsuga menziesi
Pinus sabiniana

Shrubs:

Horse Chestnut-Buckeye
White Alder
El Dorado Manzanita
White Manzanita
Coyote Brush
Deer Brush
Buckbrush
Tree Poppy
Toyon
Canyon Live Oak
Blue Oak
Oracle Oak
interior Live Oak
Redberry Coffeeberry
Poison Oak
California Wild Rose
Himalaya Berry
California Blackberry
Arroyo Willow
Common Snowberry
California Wild Grape

Aesculus californica
Alnus rhombifolia
Arctostaphylos nissenana
Arctostaphylos viscida
Baccharis sp.
Ceanothus integerrimus
Ceanothus cuneatus
Dendromecon rigida
Heteromeles arbutifolia
Quercus chrysolepis
Quercus douglassii
Quercus morehus
Quercus wislizenii
Rhamnus cricea ilicifolia
Rhus diversiloba
Rosa californica
Rubus procerus
Rubus ursinus
Salix lasiolepis
Symphoricarpos rivularis
Vitis californica

Broad Leaf Herbs:

Mountain Dandelion
Sage
Aster
Winter Cress
Tocalote-Star Thistle
Bachelor's Button
Wild Parsley
Bull Thistle
Clematis
Live-forever
Durango Root
Willow Herb (1'-3' perennial)
Willow Herb (2'-4' annual)
Nude Buckwheat

Starksbill, Filaree
Clocks, Cudweed
Everlasting

Waterleaf
Prickly Lettuce
Black Medic-Alfalfa
Cardinal Monkeyflower
Lemon Balm (mint)
Mint
Gaping Penstemon
Phacelia
Rib Grass, English
Plantain, Buckhorn
Milkwort

Selfheal
California Buttercup
Sheep-sorrel
Dock
California Saxifrage
Skullcap
Bee Plant
Checkers

Common Chickweed
Slender Mule Ears

Argroseris glauca
Artemisia douglasiana
Aster chilensis
Barbarea vulgaris
Centaurea melitensis
Centayrea cyanus
Caucalis microcarpa
Cirsium vulgare
Clematis lasiantha
Dudleya cymosa
Datisca glomerata
Epilobium audenocaulon
Epilobium paniculatum
Eriogonum nudum
Eriophyllum grenii
Erodium botrys
Erodium cicutarium
Gnaphalium microcephalum
Horkelia elata
(*potentilla sibbaldii*)
Hydrophyllum occidentale
Lactuca serriola
Medicago lupulina
Mimulus cardinalis
Melissa officinalis
Mentha var.
Penstemon breviflorus
Phacelia imbricata
Plantago lanceolata

Polygala cornuta
Potentilla glandulosa
Prunella vulgaris
Ranunculus occidentalis
Rumex acetosella
Rumex californicus
Saxifraga californica
Scutellaria californica
Scrophularia californica
Sidalcea malvaeflora
var. *asprella*
Stellaria media
Wyethia helenioides

Grasses and Sedges:

Ripgut Brome
Soft Brome

Spiny Dogtail
Umbrella Sedge
Woodland Wild Rye
Spike Rush
Wood Rush
Harding Grass
Pine Bluegrass

Bromus rigidus
Bromus mollis
Bromus laevipes
Cynosurus enchinatus
Cyperus virens
Elymus glaucus
Heleocharis sp.
Lazula subsessilis
Phalaris tuberosa
Poa scabrella

Ferns:

Maidenhair Fern
Wood Fern
Birdsfoot Fern
Goldback Fern
Licorice Fern
Little Club Moss

Adiantum jordanii
Dryopteris arguta
Pellaea mucronata
Pityrogramma triangularis
Polypodium californicum
Selaginella Hansenii

Within the oak grasslands and oak woodland communities, the dominant species are the blue, black and interior live oak. Scattered ponderosa and digger pines can be found along with the oaks and some shrubs such as manzanita, chamise, coffeeberry and ceanothus species. The shrubs form an understory in the oak woodlands. The grasslands associated with the blue oak include several types of bromes, bluegrasses, fescues and wild oats. In open or disturbed areas, the yellow and purple star thistles are abundant. Lupines, monkeyflowers, clarkia, chinese house, California poppies, yarrow, and brodiaea species flower in the open grassy areas. These wildflowers and other annual plant life listed in the above table are particularly abundant in the spring, following a wet winter.

On chaparral slopes, the dominant species are manzanita, chamise and toyon. Other shrubs found on these dry slopes are species of ceanothus, coffeeberry and coyote bush. Yerba Santa is an herb frequently associated with chaparral on dry, open soils, although chaparral is generally considered to be composed of shrubs, scattered digger pines can also be found there.

Among tree covered creeks and wet areas, big leaf maple and black cottonwood trees provide shade to an understory of dogwood and hazelnut shrubs and ferns. Vines of wild grape can be found twining up trees along streamsides. Wet areas with low cover have blackberries, himalaya berries, low willows, sedges and rushes.

Certain vegetative species affect land use planning in this area because of their usefulness, their sensitivity or rareness, or their contribution to fire hazard.

One timber preserve, for the cultivation of Christmas trees, is located just east of the city, but is fairly small and is the only timber preserve in the Area. Throughout the rest of the Planning Area, the acreage of solid stands of native conifers is too small to warrant protecting them as timber preserves.

The riparian or streamside vegetation is important to wildlife not simply for the lush vegetation, shelter and availability of water, but also because it is usually a narrow strip within other plant associations. In the margin where the grassland and riparian habitats interface, a greater variety of food is available than in any single plant association. Thus, it is important to maintain riparian and wet area strips with their adjacent oak grasslands intact in order to maintain wildlife habitat.

Two species listed as rare by the California Native Plant Society, Layne's Ragwort (*Senecia layneae*) and the California Holly Fern (*Polystichum californicum*) are located in the vicinity of Weber Creek. In addition, one Federal Candidate species is listed in the California Natural Diversity Data Base. This is the Laynes Butterweed (*Senecio layneae*), found on Weber Creek near Coon Hollow Road. A small colony of 20 to 30 plants was reported in 1978.

In August 1981 Charles B. Goudey compiled vegetation maps of El Dorado County from color infrared aerial photographs taken in June 1979. These vegetation maps range in scale from 1"=600' to 1"=1,200', and depict vegetation patterns as small as 1/4 acre. Vegetation types include grassland, chaparral, chaparral hardwood, oak grassland, oak woodland, oak pine woodland, pine oak woodland, mixed shrub-oak, oak-mixed shrub, conifer plantations, orchard, abandoned orchard, irrigated pastureland, and wet areas. These maps have been transferred onto project base maps for the purposes of this report. Figure VII-4 shows vegetation types for the unincorporated Study Area. Because, however, the map for vegetation within the city limits is so detailed, it was not possible to transfer the information to a report size map with acceptable accuracy. As a result, the information has been mapped on a display size base map and is available for reference at the City of Placerville Planning Department.

AIR RESOURCES

Local winds generally prevail from the west, shifting to the southwest in winter months, with a mean hourly speed of 6 MPH. Due to its general location on the western slope of the Sierra Nevada mountains and its specific location in the Hangtown Creek canyon, Placerville air circulation shifts from warm, upslope, westerly breezes during the day, to cool, downslope, easterly breezes at night. This diurnal flow contributes to good air circulation with an absence of pollutant-trapping inversion layers. Nevertheless the Placerville area does experience air pollution problems.

In the summer of 1978 the El Dorado County Air Pollution Control District sampled for ozone with a temporary station at Placerville. The sample found a peak hourly concentration of ozone of 0.15 ppm. This exceeds the State standard peak hourly ozone limit of 0.10 ppm, as well as the Federal standard of 0.12 ppm. The most likely source of this pollution is the Sacramento metropolitan area, directly upwind, where ozone concentrations often reach 0.20 ppm.

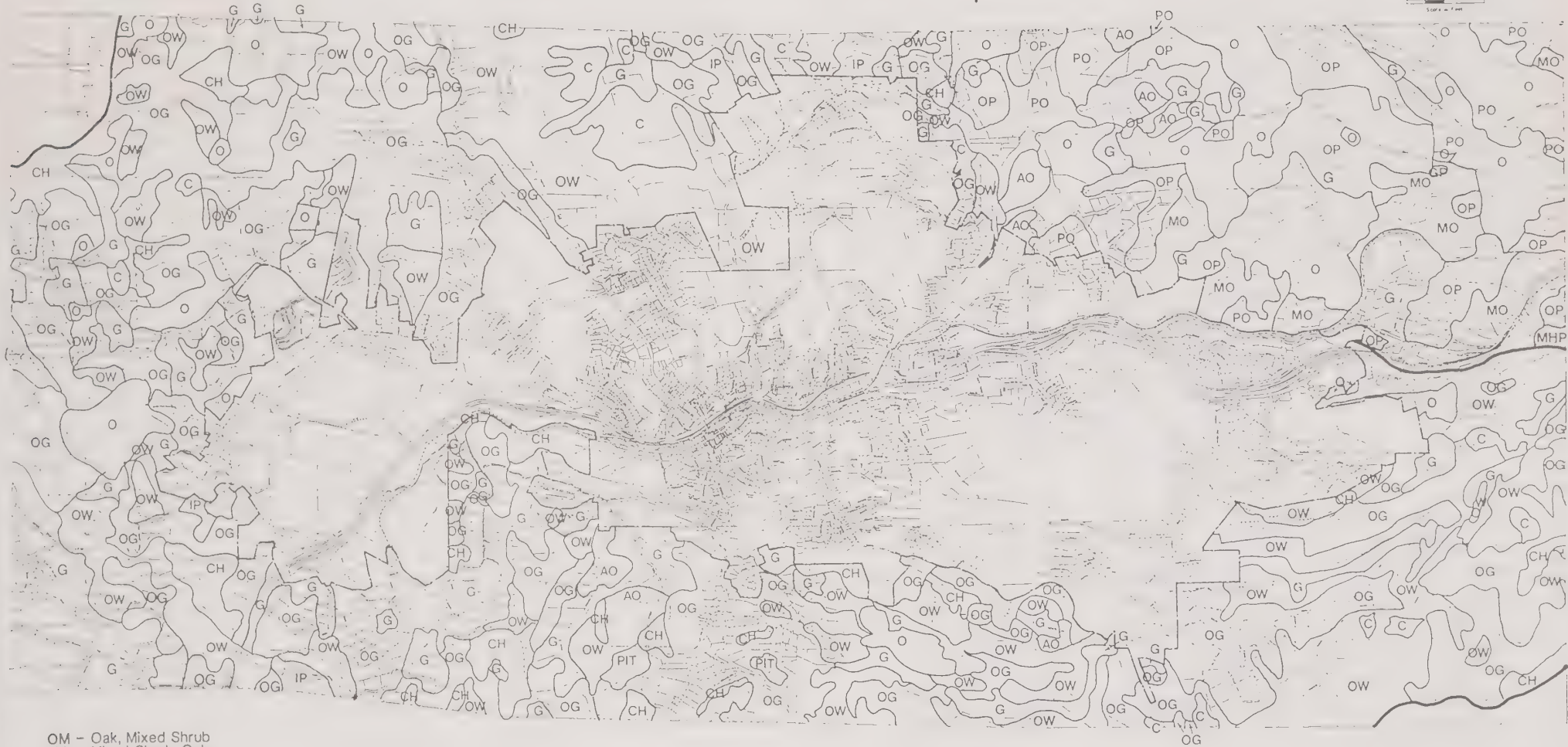
The largest source of air pollution in El Dorado County is the Michigan/California lumber mill in Camino. Air pollutants from this source are primarily sawdust from milling operations, and smoke and oxides of nitrogen from wood-burning boilers. Control devices at the mill function properly to reduce pollutant levels. In 1985 the County Air Pollution Control District found the mill to be in compliance for all types of emissions with one exception. When the boilers are run at full capacity smoke opacity exceeds allowable levels.

Many minor point sources exist in the area, including gas stations, a bulk cement plant, and a limestone quarry. None of these produce appreciable amounts of air pollutants. Gasoline delivery is required to utilize Phase I vapor recovery. Under Phase I recovery, all deliveries from bulk storage tanks to tanker trucks and then to service station bulk tanks utilize a vapor recovery

CITY OF PLACERVILLE
General Plan

VEGETATION MAP

LEGEND
Symbol for
Vegetation
Symbol for
Water
Symbol for
Roads
Symbol for
Railroads



- OM - Oak, Mixed Shrub
- MO - Mixed Shrub, Oak
- PO - Pine, Oak
- OP - Oak, Pine
- AO - Abandoned Orchard
- C - Chaparral
- CH - Conifer Hardwood
- CP - Conifer Plantation
- G - Grassland
- IP - Irrigated Pastureland
- O - Orchard
- OG - Oak, Grass
- OW - Oak Woodland

Source: Charles B. Goudey, Aug. 1981

Figure VII-4

line so that tank fumes are not expelled to the atmosphere. Phase II vapor recovery recovers vapors during delivery of fuel to private automobiles and trucks. This is now common in metropolitan areas, but is not considered necessary in El Dorado County at present.

Other noticeable sources of air pollutants include range and forest management burnings. Before any such burnings can take place a permit must be obtained from the Air Resources Board or the California Department of Forestry.

Wood stoves have been identified as significant pollutant sources in some localities. Some Rocky Mountain jurisdictions have limited or prohibited the use of wood stoves. The concern with wood stoves arises due to the ability of the stove to restrict oxygen to the firebox. By restricting oxygen, the rate of burning and the temperature of a fire can be regulated. However, restriction of oxygen can also lead to incomplete burning resulting in emission of smoke, hydrocarbons, and carbon monoxide. Due to adequate countywide air circulation and relatively low population density, the El Dorado Air Pollution Control District does not anticipate the need to regulate use of wood stoves.

Population growth in the Sacramento metropolitan area or on the western edge of El Dorado County could contribute to increased air pollution levels. Similarly, new industry may increase air pollution levels, although under current regulations any new plant emitting more than 100 tons per year of volatile organic compounds would be required to apply the best available control technology. If ozone levels increase substantially in future, Phase II vapor recovery systems may be required.

FINDINGS

- Water resources in the area are plentiful and could easily accommodate all anticipated growth.
- While there is very little land in agricultural production in the area, there are some areas which have been identified as Farmlands of Statewide Importance, Prime Farmlands, and Unique Farmlands.
- Some of the area around the city contains soils which have been identified as choice for agricultural uses.
- There are significant deposits of gold along the Melones Fault and some limited significant deposits of limestone to the east of town.
- Some rare, endangered, and protected wildlife species inhabit the outskirts of Placerville.
- No state or federally recognized rare or endangered fish species have been identified in the area.
- A peak hourly ozone concentration which exceeds the state standard has been measured in Placerville. The most likely source of this pollution is the Sacramento metropolitan area, which is directly upwind. Phase II vapor recovery systems, however, are not yet required.

INFORMATION SOURCES

- 1 El Dorado Irrigation District, *Final Water System Master Plan*, December 1981.
- 2 Soil Conservation District, *Soil Survey of El Dorado Area, California*, April 1974.
- 3 Soil Conservation District, *Important Farmland Inventory*, March 3, 1981.
- 4 California Division of Mines and Geology, *Geologic Map of the Sacramento Quadrangle*, 1981.
- 6 California Division of Mines and Geology, *Mineral Land Classification of the Placerville 15' Quadrangle, El Dorado and Amador Counties, California*, Open File Report 83-29 SAC, 1983.
- 5 California Division of Mines and Geology, *Mineral Land Classification of the Georgetown 15' Quadrangle, El Dorado and Placer Counties, California*, Open File Report 83-35, 1983.
- 7 California Department of Fish and Game, *The California Natural Diversity Data Base*, no date.
- 8 El Dorado County Planning Department, *The Placerville Periphery Plan*, March 1982.
- 9 Vern Peterson, El Dorado Emergency Services Coordinator -- discussed air quality issues.

VIII. HEALTH AND SAFETY

CHAPTER VIII

HEALTH AND SAFETY

INTRODUCTION

A wide range of environmental hazards must be taken into account in urban planning. Some are natural, such as seismic shaking, some are entirely man-made, such as noise, and others are natural hazards that are exacerbated by man, such as development in a floodplain. Many of the hazards can simply be avoided in the development through locational decisions, while others can be tolerated or minimized by including mitigation measures in the planning and land use regulation process. This chapter inventories hazards resulting from geologic and seismic activity, wildland and urban fires, floods, and noise. The chapter also includes a discussion of potential structural hazards and an analysis of Placerville's Emergency Response Plan.

GEOLOGIC AND SEISMIC HAZARDS

Geologic History

The Study Area occupies the central part of a northwest-trending belt of metamorphic rocks that underlies the western slope of the Sierra Nevada Range between Mariposa and Lake Almanor, near Chico. The rocks are distributed within three major fault blocks, each composed of thick accumulations of marine sedimentary and volcanic rocks which have been deformed, intruded, and metamorphosed. These rocks appear to be a collection of geologic blocks with separate origins, which have collided with to the western margin of the North American continent at various intervals during geologic time.

The structural framework of the Sierra Nevada metamorphic belt is dominated by a series of northwest-trending fault systems that extend through the length of the foothill region. The Melones fault is the only of this system encroaching the study area. The western branch of the Melones fault, also known as the "Mother Lode" fault, passes through the eastern part of the City of Placerville, trending in a north-south direction.

Nearly all geologic units in the area are either metamorphic or intrusive igneous rocks. An exception to this is ancient stream channel sediments which were covered and protected by volcanic deposits in the Tertiary period. In recent geologic history, as surrounding rocks have been weathered and eroded, these ancient stream beds have survived under the protective caps of volcanic rock until now they appear as ridges standing above the surrounding landscape.

Seismic Hazards

A seismic hazard is a risk or danger to man or man's environment due to the existence of active or potentially active earthquake faults. There are no active faults or major earthquake epicenters in the Placerville area. The inactive Melones Fault does, however, pass through town, extending more than 45 miles to the north and south. The city is also situated on a foundation of firm bedrock, making the area very resistant to any groundshaking which might result from seismic activity.

Faults

Faults are indications of past seismic activity. It is assumed that those that have been active recently are the most likely to be active in the future, although even inactive fault may not be "dead." The recency of activity is measured in geologic terms, or geologic time. Geologically recent is within the past two million years (the Quaternary period). All faults believed to have been active during Quaternary time are considered "potentially active" by the State Division of Mines and Geology. Those that have exhibited activity within the last 11,000 years are called "active." If a fault is considered to be "historically active," it has exhibited activity within the last 200 years. Faults for which there is no evidence of activity during the last two million years are considered to be "inactive."

As stated above, the only fault occurring in the area is the western branch of the inactive Melones Fault, two traces of which pass through the center of Placerville, trending toward the northwest and generally paralleling Clark Street and Bedford Avenue. The traces cross Main Street near the County Courthouse and City Hall and continue northward through unpopulated areas before crossing the South Fork of the American River just below the dam at Chili Bar. To the south, the fault traces cross under geologically recent lava flows on Sacramento Hill, resurface, and merge into one trace at Weber Creek. The single trace then heads southwest, crossing Pleasant Valley Road one mile east of Diamond Springs. Figure VIII-1 shows the path of the Melones Fault.

Strong groundshaking poses a greater seismic threat than the possibility of a local ground rupture. The intensity of groundshaking from earthquakes on these and other faults is dependent on the earthquake's magnitude, distance, and soil and rock properties.

The type of construction used in buildings and other structures also influences the degree of damage and destruction. Wood-framed buildings, if properly designed and constructed, can withstand strong shaking. Buildings of masonry, brick, or concrete blocks similarly designed and constructed are not as resistant, but are satisfactory if the mortar is good and they are reinforced with steel. Weakest of all structures are adobe and mud-walled buildings. Masonry and poorly built concrete structures can also be heavily damaged.

Fire is often the major form of damage resulting from groundshaking effects. Most earthquake-induced fires start because of rupturing of power lines; damage to wood, gas, or electrical stoves; and damage to other gas or electrically powered equipment in use. This points out the need for greater emphasis on noncombustible material and on special construction techniques so that water mains will remain unbroken during a large earthquake. Similarly, critical facilities such as hospitals and fire stations must be sited, designed, and constructed to withstand severe earthquake groundshaking.

Because there are no identified active faults within the Study Area ground surface faulting or displacement is considered unlikely.

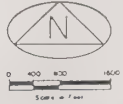
Slope Instability

The downslope movement of earth materials, often referred to as mass movements (landslides, mudflows, snow and ice avalanches, unstable cut and fill slopes, trench wall stability problems, rockfalls, and creep), is a normal geologic process by which slopes are flattened and valleys are widened. The rate of downslope movement ranges from very rapid rockfalls to very slow soil and bedrock creep. Almost all slopes are involved in some form of mass movement. Although most of these movements are considered to be minor or insignificant, there are areas where slope

CITY OF PLACERVILLE
General Plan

MELONES FAULT (Fault line dashed where inferred)

LEGEND
City Limits
Property Lines
Roads
Roads/ROW
Roads, non P/L



Source: State of California
Division of Mines &
Geology, Aug. 1983

Figure VIII-1

failures pose a major geologic problem. Early recognition of areas susceptible to large scale movement can significantly reduce the threat of damage and injury in the land use planning and design process.

Despite Placerville's very hilly surrounding topography, slope-related hazards have not been a problem because the area's soil is generally composed of very stable material. The City also enforces an excavation ordinance which outlines construction requirements for areas of excessive slope, thereby assuring that minimal damage resulting from slope instability occurs.

Foundation Instability

Foundation instability can be caused by collapsible soils; expansive soils; lava tubes or caves; and abandoned mines, tunnels, or water wells. The main sources of foundation instability in the Planning Area include expansive soils and abandoned water wells.

In some areas along the ridges to the northeast, east, and south of the city a layer of volcanic rock covers loosely consolidated gravels of a historic streambed. Water which enters the enclosed streambed through the porous lava travels upon an underlying bedrock layer. Where the groundwater surfaces on the sides of canyon walls, unstable soils are likely to develop. Care must be taken to insure that the underground flow is not inadvertently dammed or tapped as this situation could result in future building damage and public safety problems.

Care should also be taken to avoid development on or near abandoned mines or wells.

Erosion and Sedimentation Problems

Erosion is the process of detachment and transportation of soil particles by wind and water. Erosion can pose a hazard to continued agricultural production and sediments can harm water quality and clog drainage structures. Two primary factors contribute to erosion hazards: slope and soil type.

Volcanic Hazards

The products of volcanic eruptions cause damage by their heat or by covering the landscape with their deposits. A volcanic eruption can take human lives, destroy buildings, destroy or pollute water supply systems, and convert productive farmland to sterile, rocky landscapes. The most probable centers for future volcanic eruptions are distant from the Planning Area along the eastern margin of the Sierra Nevada.

Land Subsidence

Subsidence of the land surface can result from extraction of groundwater, gas, oil, and geothermal energy. Hydrocompaction, peat oxidation, and fault rupture are also potential causes of subsidence. Groundwater withdrawal subsidence is the most extensive type in California. This type of subsidence has been observed in valley areas underlain by alluvium, but is not a problem in the Placerville area because of the city's firm bedrock foundation.

FIRE HAZARDS

Wildland Fires

The threat to Placerville from wildland fires is relatively high due to the dense vegetative cover and steeply sloping lands surrounding the city. The California Department of Forestry (CDF) has zoned the area surrounding Placerville according to degree of fire hazard severity. CDF has devised a rating approach which considers such factors as fuel, slope, and weather to derive designations. The result is a system of qualitative class designations which corresponds with the quantitative ratings of the National Fire Danger Rating System Burning Index (BI) scale. CDF's expectation is that the zoning "will lead to building regulations which will insure a reduced threat of destruction to resources, life, or property by wildfires."

The Study Area has been mapped according the existing level of fire hazard. Figure VIII-2 shows how the area has been classified.

Structural Fires

Structural fires (e.g., electrical shorts and cooking fires) also constitute some threat to the city, albeit not a serious one. The most serious concerns regarding structural hazards are the older buildings on Main Street, but because water service for firefighting to the area is excellent, the risk is minimized. There had been some older, hazardous structures in outlying areas, but most have been torn down. Development in other parts of the city is recent enough to have incorporated the proper fire safety measures.

FLOOD HAZARD

The primary effects of flooding are caused by the initial force of flood waters which can shatter structures and uplift vehicles. Floodwaters can carry large objects downstream which have the force to remove stationary structures. Saturation of materials and earth can cause instability, collapse, and damage. Objects can be buried through sediment deposition. Floods can cause drowning or isolation of persons and animals. Floodwaters can break utility lines, interrupting services and potentially affecting health and safety, particularly in the case of broken sewer or gas lines.

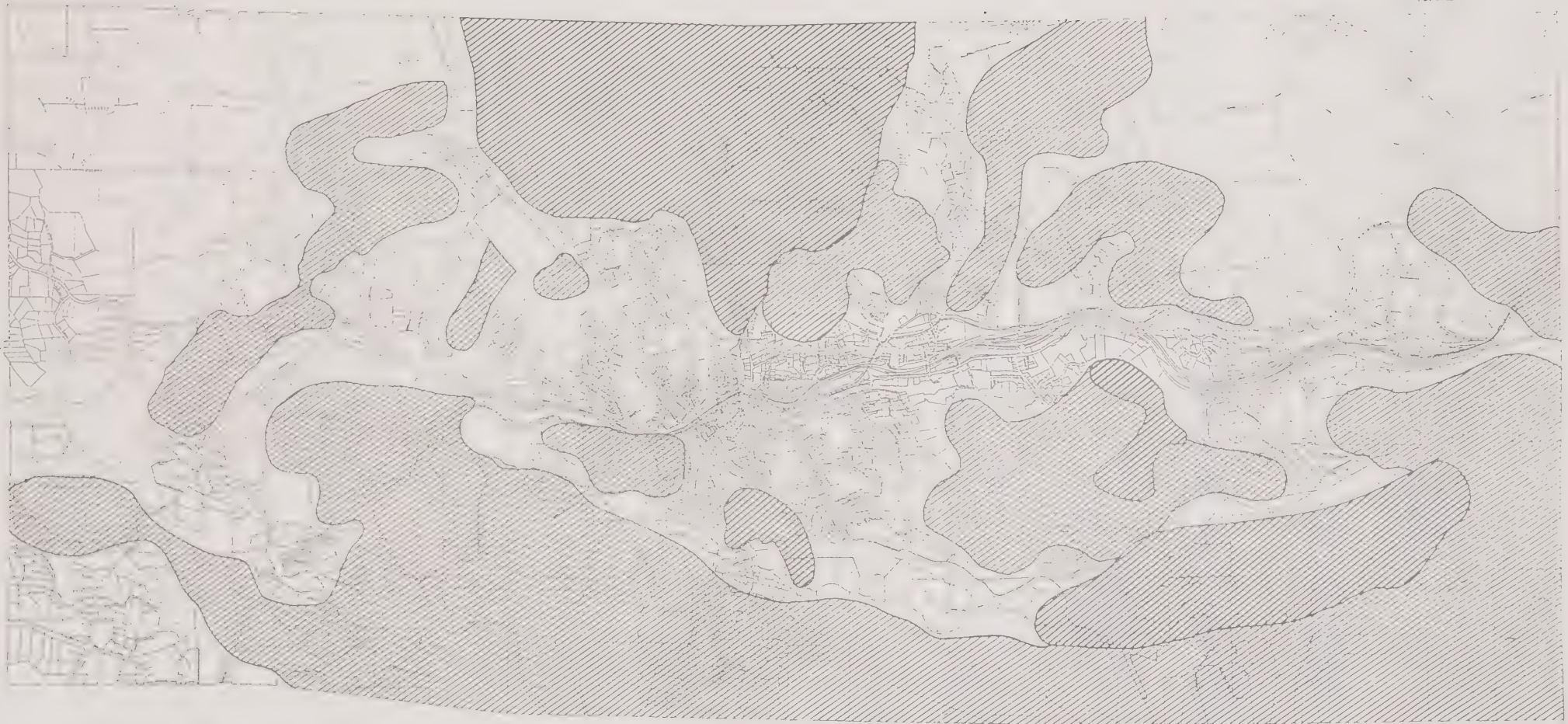
The secondary effects of flooding are due to standing water. Standing water can result in loss of crops, septic tank failure, and water well contamination. Standing water can also damage roads, foundations, and electrical circuits.

In December 1981 a hydrologic and hydraulic analysis of the Placerville area was completed for the Federal Emergency Management Agency. This study included Hangtown Creek, Randolph Canyon and Cedar Ravine, within the Placerville city limits. The floodplains of these creeks, although small, are developed or have a high potential for development.

The watersheds for these creeks are relatively small, contained entirely within the Study Area. The watershed of Hangtown Creek, down to the western city limits, is 8.0 square miles. The watersheds of Cedar Ravine, Randolph Canyon, and Hangtown Creek Tributary are 0.8, 1.8, and 0.6 square miles, respectively. Precipitation averages 40 inches per year, with snowfall once or twice a year of approximately 5 inches. The soils are generally very stable and well-drained. Eighty percent of the Placerville area consists of slopes exceeding 15 percent.

WILDLAND FIRE HAZARDS

LEGEND
City Limits
Highway
Railroad
Water





-  Extreme Fire Hazard Area
 High Fire Hazard Area

Figure VIII-2

Floods due to rainfall can occur in Placerville any time during the period of November through April. This type of flood results from prolonged heavy rainfall and is characterized by high peak flows of moderate duration and by a large volume of runoff. Flooding is more severe when antecedent rainfall has resulted in saturated ground conditions.

Cloudburst storms, sometimes lasting as long as three hours, can occur any time from late fall to early spring, and may occur as an extremely severe sequence within a general winter rainstorm.

These are high intensity storms that can produce peak flows equal to or somewhat greater than those of general rainstorms in portions of the study area. Flooding from cloudbursts is characterized by high peak flow and a small volume of runoff.

Although the flood plain areas have extensive structural development, no records have been kept of the size of past floods or the amount of damage they have caused. There are no Federal, State, or local flood control projects within the City of Placerville.

The FEMA study mapped areas expected to experience flooding on the average of once every 100 and 500 years. Such floods have a 1.0 and 0.2 percent chance of occurring or being exceeded in any year. Although the recurrence interval represents the long term average period between floods of a specific magnitude, rare floods could occur at short intervals or even within the same year.

The floodway map indicates that a 100-year flood could inundate most of Main street, a portion of lower Broadway, and parts of Placerville Drive. A 500-year flood would not inundate appreciably more land, with the exception of upper Main Street and upper Placerville Drive. Figure VIII-3 shows the location of these floodplains.

Despite the number of dams near Placerville, the risk of dam failure inundating portions of the area is considered low, though the degree and nature of risk for each dam is unknown. Dam failure can occur under three general conditions: as a result of an earthquake, an isolated incident due to structural instability, or because of intense rain in excess of design capacity.

In August 1972, Senate Bill 896, which required that Section 8589.5 be added to the Government Code, was passed. This section requires local jurisdictions to adopt emergency procedures for the evacuation of populated areas in inundation areas identified by dam owners.

The local Office of Emergency Services has prepared a Dam Failure Plan. This plan includes a description of dams, direction of floodwaters, responsibilities of local jurisdictions, and evacuation plans.

EMERGENCY RESPONSE

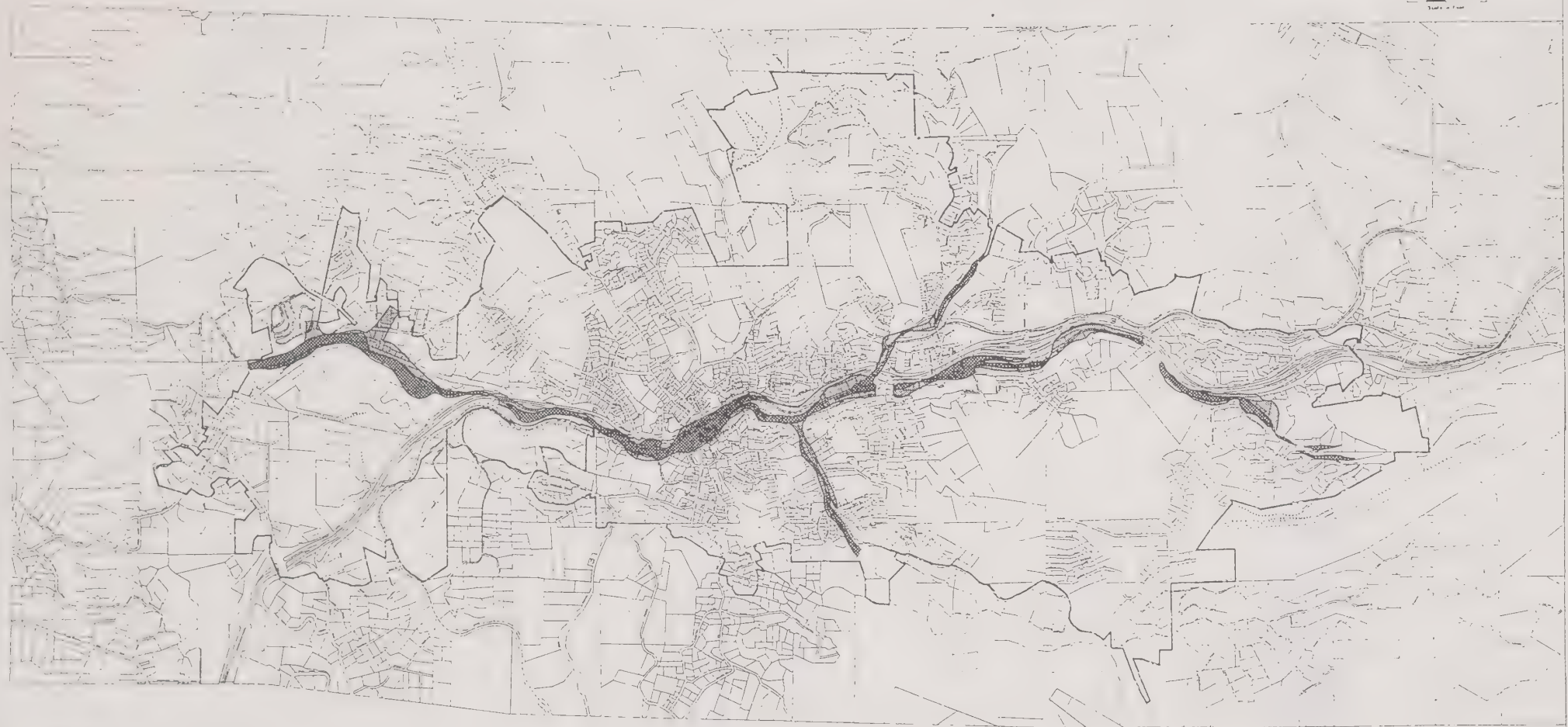
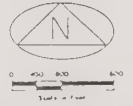
Emergency response organization and responsibilities in Placerville are governed by the El Dorado County/Cities Emergency Plan. The plan was adopted jointly by El Dorado County, the City of Placerville, and the City of South Lake Tahoe in May, 1981. It conforms to requirements outlined in the California Emergency Plan and Emergency Resources Management Plan.

The plan outlines strategies for efficient, coordinated responses to a number of different emergency and crisis situations, with emphasis on self-help and mutual aid.

CITY OF PLACERVILLE
General Plan

FLOOD PLAIN BOUNDARIES

LEGEND
City Limits
Property Lines
Highway
Roads
Waterway



500-Year Flood Plain
100-Year Flood Plain

Source: Federal Emergency Management Agency, Sept. 1983

Figure VIII-3

NOISE

Major Noise Sources

Based on discussions with the Placerville City staff regarding potential major noise sources, it was determined that there are several potentially significant sources of community noise within the City of Placerville. These sources include traffic on major roadways and highways, railroad operations, airports, racetracks and industrial activities. The noise sources selected for study are listed below:

- Highway 50
- Highway 49
- Placerville Drive
- Main Street
- Broadway
- SPRR and MCLRR line operations
- Placerville Airport
- El Dorado County Fairgrounds Racetrack
- MCLRR yard operations
- Placerville Lumber Company
- Henningesen and Sons, Inc. concrete batch plant
- Marshall Hospital
- Sporting events at City parks

Analytical noise modeling techniques were used to develop generalized Ldn noise contours for the sources identified above for existing (1984-85) and future (2005) conditions.

Analytical noise modeling techniques generally make use of source-specific data including average levels of activity, hours of operation, seasonal fluctuations, and average levels of noise from source operations. Analytical methods have been developed for a number of environmental noise sources including roadways, railroad line operations, railroad yard operations, industrial plants and aircraft/airport operations. Such methods will produce reliable results as long as data inputs and assumptions are valid for the sources being studied. The analytical methods used in this report closely follow recommendations made by ONC, and were supplemented where appropriate by field-measured noise level data to account for local conditions. It should be noted that the noise exposure contours presented in this report are based upon annual average conditions, and they are not intended to be site-specific where local topography, vegetation or intervening structures may significantly affect noise exposure at a particular location.

Roadways

The Federal Highway Administration (FHWA) Highway Traffic Noise Prediction Model (FHWA-RF-77-108) was used to develop Ldn contours for the State highways and arterials in the City of Placerville. The FHWA model is the analytical method presently favored by most state and local agencies, including Caltrans, for traffic noise prediction. The FHWA model is based upon reference energy emission levels for automobiles, medium trucks and heavy trucks, with consideration given to vehicle volume, speed, roadway configuration, distance to the receiver and the acoustical characteristics of the site. The FHWA model was developed to predict hourly Leq values for free-flowing traffic conditions, and is generally considered to be accurate within 1.5 dB.

To predict Ldn values it is necessary to determine the hourly distribution of traffic for a typical 24-hour day and adjust the traffic volume input data to yield an equivalent hourly traffic volume.

Noise measurements were conducted by Brown-Buntin Associates (BBA) on September 25, 1985 at two locations along Highway 50 and one location along Highway 49 to allow calibration of the FHWA model to local topography, grade and climate conditions. Concurrent counts of traffic were made and projected to obtain hourly traffic volumes. Instrumentation used was a Larson-Davis Laboratories (LDL) Model 800B precision integrating sound level meter meeting ANSI Type 1 specifications. The system was calibrated before use with a LDL CA-250 acoustical calibrator.

The purpose of traffic noise level measurements is to determine the accuracy of the FHWA model in describing the existing noise environment at the project site. Noise measurement results were compared to the FHWA model results by entering the observed traffic volume, speed and distance as inputs to the FHWA model. The results of this comparison are shown in Table VIII-1. The FHWA model was found to slightly underpredict traffic noise levels in the City of Placerville. To provide a conservative basis for traffic noise contour development, adjustments were made to the FHWA model inputs as appropriate for the roadways studied.

TABLE VIII-1

COMPARISON OF FHWA MODEL TO MEASURED NOISE LEVELS

<u>Road Name</u>	<u>Autos</u>	<u>Vehicles Per Hour</u>		<u>Posted Speed</u>	<u>Distance (Feet)</u>	<u>FHWA</u>	<u>Model Leq*</u>
		<u>Med.Trk.</u>	<u>Hvy.Trk.</u>			<u>Measured Leq</u>	
Hwy 50	2,164	56	80	40 mph	60	71.4 dB	70.8 dB
Hwy 50	2,352	72	52	55 mph	150	70.8 dB	67.3 dB
Hwy 49	328	20	4	35 mph	50	62.1 dB	61.4 dB

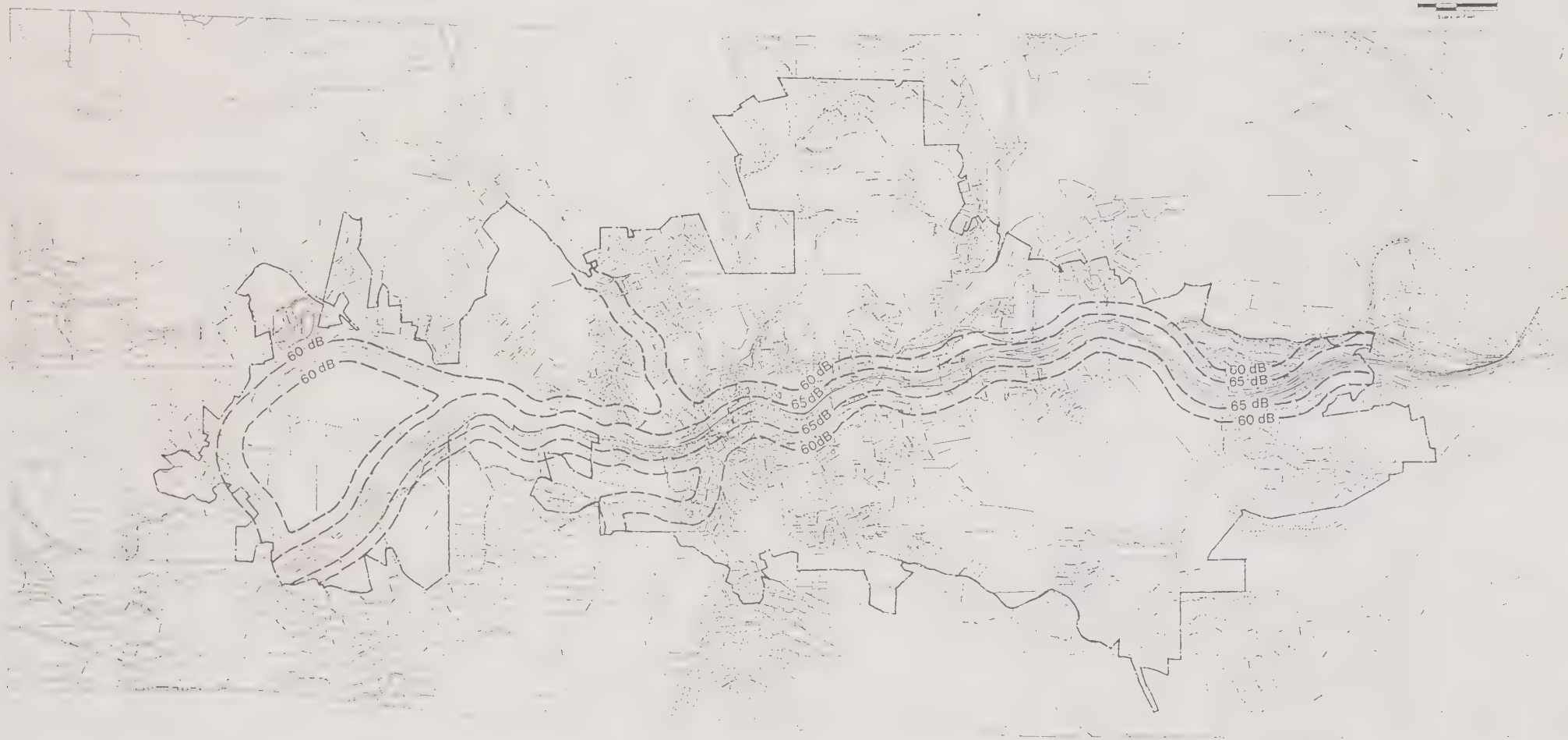
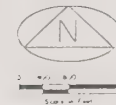
*soft site assumed

Source: Brown-Buntin Associates

Traffic data representing annual average traffic volumes for existing and future conditions were obtained from Caltrans and the City of Placerville. The day/night distribution of traffic was based upon Caltrans file data and BBA estimates. Future projections of annual daily traffic volumes are based upon a yearly growth factor of 5 percent. Truck mix was determined from Caltrans data and BBA estimates. Using the data provided by Caltrans and the City and the FHWA methodology, traffic noise levels as defined by Ldn were calculated for existing (1984) and projected future (2005) traffic volumes. Distances from the center of the roadway to Ldn contour values of 60 and 65 dB are summarized in Table VIII-2. It should be noted that since calculations did not take into consideration shielding caused by local buildings or topographical features, the distances reported in Table VIII-2 should be considered as worst-case estimates of noise exposure along roadways in the community. Figure VIII-4 has been prepared from the data contained in Table VIII-2 to allow implementation of this noise element.

PROJECTED NOISE CONTOURS 2005

LEGEND
City Limits
Property Lines
Highway
Roadway
Noise Barrier



Railroads

The Southern Pacific Transportation Company (SPRR) operates a switch engine locomotive on a twice-weekly scheduled basis between Sacramento and the MCLRR yard in Placerville. Called the "Placerville local", this train carries a small number of cars between the two cities, usually on Wednesdays and Saturdays. The cumulative daily noise exposure from this operation is less than 60 dB Ldn at 50 feet from the track centerline, based upon BBA noise measurement data obtained in the Sacramento area. On a single event basis, the maximum noise level during a train passage is about 92 dBA at 50 feet if the horn is used. SPRR line operations do not presently create a significant noise impact in the City of Placerville. No estimates of future operational levels are available from the SPRR.

The Michigan California Lumber Railroad (MCLRR) operates from the MCLRR yard east to beyond the Placerville city limits. According to the lumber company, a small switch engine locomotive delivers 1 to 2 cars to the yard once a week. The noise level of this locomotive is estimated to be similar to that of the SPRR unit, and the cumulative daily noise exposure is estimated at less than 60 dB Ldn at 50 feet. There are no projections of future activity available at this time. MCLRR line operations do not presently create a significant noise impact in the City of Placerville.

TABLE VIII-2

EXISTING AND PROJECTED NOISE LEVELS
Distance from Center of Road to Ldn Contours

Site	Description	1984		2005	
		65 dB	60 dB	65 dB	60 dB
Highway 49:					
1	City limit to Fisk	40	87	66	141
2	Fisk to Sacramento	57	123	92	199
3	Sacramento to Jct. Rte. 50	78	168	126	271
4	Rte. 50 to Jct. Rte. 193	63	136	102	220
Highway 50:					
5	Forni Rd. to Placerville Dr.	215	463	339	731
6	Placerville Dr. to Main	206	444	320	689
7	Main to Canal	197	424	304	655
8	Canal to Rte. 49	182	391	298	642
9	Rte. 49 to Coloma	156	336	259	558
10	Coloma to Bedford	160	344	262	565
11	Bedford to Washington	201	433	329	710
12	Washington to Schnell School	180	389	271	584
13	Schnell School to Academy	171	368	265	572
14	Academy to New Town	166	358	257	554
Main Street:					
15	Offramp to Canal	12	26	19	41
16	Canal to Spring	27	57	42	91
17	Spring to Sacramento	44	95	70	151
18	Sacramento to Broadway	35	75	55	118
Broadway:					
19	City limits to Wilse	23	49	36	78
20	Wilse to Carson	34	74	55	118
21	Carson to Main	38	83	61	132
Placerville Drive:					
22	Rte. 50 to Ray Lawyer	68	146	107	231
23	Ray Lawyer to Cold Springs	63	137	101	217
24	Cold Springs to Rte. 50	59	127	93	201

Source: Brown-Buntin Associates

Airports

Aircraft/airport noise exposures typically consist of a number of brief, relatively noisy events punctuated by long periods of relative quiet between aircraft overflights. The annoyance due to aircraft noise exposures is reasonably well predicted by using the CNEL descriptor, which averages the total noise exposure over an annual average day. In California, the 65 dB CNEL contour is defined by the Administrative Code (Title 21) as the Noise Impact Boundary for airport noise exposures, although there is some speculation that a CNEL of 60 dB is a better indicator of adverse public reaction for small general aviation airports.

For the Noise Element, airport noise exposures should be evaluated by comparison to the CNEL contours developed for the Placerville Airport as part of the recent Master Plan and environmental assessment. These airport noise contours are available in El Dorado County files, and should be considered in evaluating noise impacts in the vicinity of airports.

El Dorado County Fairgrounds Racetrack

Although no noise measurement data are presently available, it is possible that racetrack noise levels will exceed usually acceptable levels at the nearest residences during racing activities. If noise from racing at this racetrack becomes an issue of controversy, noise measurements should be conducted and appropriate noise abatement and mitigation programs should be implemented. Noise contours should then be prepared to guide future development in the racetrack vicinity.

Industrial Facilities

There is presently only one noise-significant industrial operation in Placerville: Henningsen and Sons, Inc. concrete batch plant. Other potentially significant industrial noise sources include the inactive Placerville Lumber Company mill and the Michigan California Lumber (MCLRR) rail yard.

Placerville Lumber Company Mill

Current indications are that the Placerville Lumber Company mill will remain inactive or be dismantled, possibly to be replaced by an industrial park development. Potential noise impacts of such a development may be mitigated through the land use approval process.

MCLRR Yard Operations

The MCLRR yard operation presently consists of rail car storage and weekly movements of 1-2 rail cars by MCLRR and SPRR switch engine locomotives. Cars are delivered once a week by the MCLRR switch engine. This level of rail yard activity is insignificant in terms of cumulative noise exposure, but may be of some concern to local residents at times when the switch engines are active.

Henningsen and Sons, Inc.

Operations at the concrete batch plant operated by Henningsen and Sons, Inc. include medium truck movements to and from the service yard, concrete mixing at the batch plant, and loading of cement haul trucks. Noise measurements performed October 22, 1985 indicated that the primary noise source at this facility is truck loading, with a small

contribution from the concrete mixing in the batch plant bins. Truck loading noise results from the sound of the truck engine as it is run at high speed to keep the drum turning during the filling operation. Each loading takes 6 to 10 minutes. the truck engine is typically at idle for a small portion of that time, and at high speed for the majority of the time. Cement truck engine noise radiates from the front of the truck and the exhaust stack. At this facility the batch plant effectively shields noise emissions from the side and rear of the truck, but other noise sources such as vibrators and air release valves generate noise from those areas.

The noise contours for the Henningsen and Sons, Inc. concrete batch plant reflect a "worst-case" summer day operation where loading occurs from about 5 a.m. to about 8 p.m. A total of 50 truckloads are assumed, with 12 loadings occurring between 5 a.m. and 7 a.m. Truck noise levels are assumed to be consistent with legally allowable truck noise levels and with data collected for similar operations. Noise levels from the mixing operations are based upon the data collected at the site by BBA on October 22, 1985 and presume that mixing occurs once for every four truckloads.

Other Noise Sources

Marshall Hospital

Mechanical equipment located on top of the Marshall Hospital is reportedly audible under certain conditions at homes located above the hospital. None of the noise measurement data collected for the General Plan Background Report indicated that this is presently a significant noise source, but the possibility of noise conflicts should be considered in routine site evaluations for proposed developments which overlook the hospital.

Sporting Events at City Parks

Noise from crowds and public address systems at sporting events can create local annoyance and complaints from nearby residents. Sporting events which have resulted in noise complaints in Placerville include softball games at Bennett Park and Lions Park, and Little League games at Rotary Park. Present City policy is to limit such activities to the hours before 11 p.m. to reduce annoyance and sleep disturbance at nearby homes.

Noise Sensitive Areas

The following noise sensitive land uses were identified within Placerville:

- All single- and multi-family residential uses
- Schools
- Long-term care medical facilities, such as hospitals, rest homes, etc.

As required by State Law and ONC Guidelines, a community noise survey was conducted to document noise exposure in areas of the community containing noise sensitive land uses. Noise monitoring sites were selected to be representative of typical conditions in areas of the community where such uses are located. Short-term noise monitoring was conducted during three periods of the day and night on September 20 and 25, 1985 so that reasonable estimates of Ldn could be prepared. A long-term noise monitoring site was created to establish day-night statistical trends over the period from September 20-25, 1985. The data collected included computation of Leq and other statistical descriptors.

Noise monitoring sites, measured noise levels and estimated Ldn values are summarized in Table VIII-3.

TABLE VIII-3
SUMMARY OF NOISE LEVELS IN NOISE-SENSITIVE AREAS

Site #	Site Description	Ld	Ln	Ldn
1	Hidden Springs Clubhouse	46.2	42.6	50
2	2831 Bennett Drive	42.7	42.6	49
3	No. End of Hocking Street	41.8	44.4	51
4	Barrett Street (mid-block)	43.3	46.9	52
5	Marshall Street @ Fowler	49.8	45.8	53
6	Rotary Park	43.2	43.0	49
7	944 Cottage Street*	54.2/ 56.0**	50.4/ 50.4**	57.6/ 58.0**

* long-term monitoring site

** weekday/weekend

Ld = Leq during daytime hours (7 a.m. to 10 p.m.)

Ln = Leq during nighttime hours (10 p.m. to 7 a.m.)

Source: Brown-Buntin Associates

The community noise survey results indicated that typical noise levels in residential areas of Placerville are in the range of 50-55 dB Ldn, except in areas near Highway 50. Along that highway, residential noise exposures are greater. Noise from traffic on Highway 50 is the controlling factor for background noise levels over most of the city. Arterial traffic may be locally significant, especially where roads traverse steep hills. Some residential areas are shielded from highway traffic noise by intervening topography, and those areas may experience noise levels of 45-50 dB Ldn. In general, the City of Placerville is relatively quiet except along the major highways and arterials.

Figures VIII-5 and VIII-6 illustrate ambient noise levels at the long-term monitoring site over an average 24-hour day, on weekdays and a weekend. Figure VIII-7 compares hourly Leq values on weekdays to a weekend, illustrating the effects of tourist traffic and late-night weekend activities. Background noise levels at this site were dominated by traffic on Highway 50.

Figure VIII-8 is provided as a guide concerning the sensitivity of different land uses to their noise environment. It is intended to illustrate the range of noise levels which will allow the full range of activities normally associated with a given land use. For example, exterior noise levels in the range of 50-60 dB Ldn are generally considered acceptable for residential land uses, since these levels will usually allow normal outdoor and indoor activities such as sleep and communication to occur without interruption. Industrial facilities, however, are relatively insensitive to noise and may be located in a noise environment of up to 75 dB Ldn without significant adverse effects.

Ambient Noise Levels: 944 Cottage Street

September 23-25, 1985: Ldn=57.6 dB

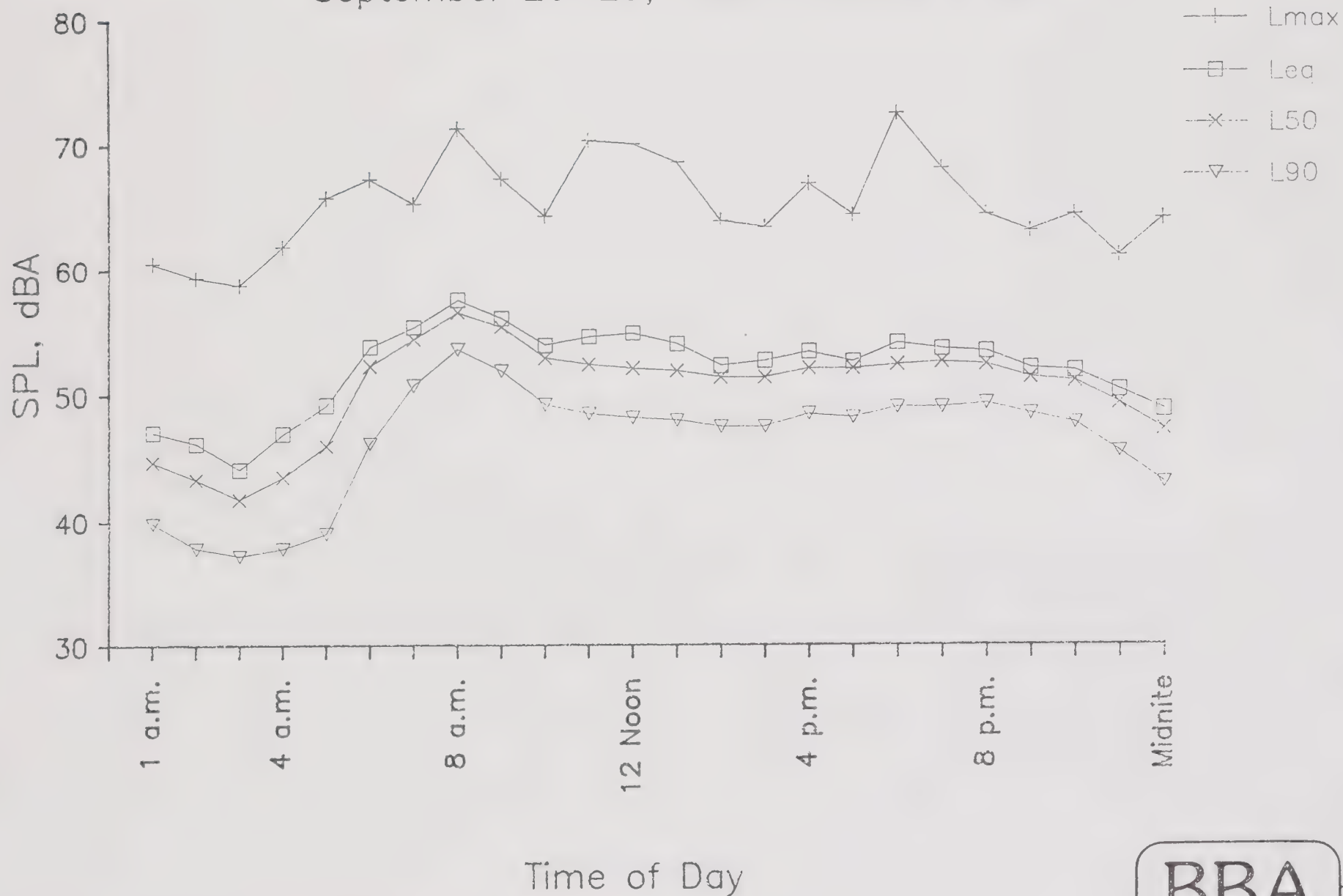


Figure VIII-5

BBA

Ambient Noise Levels: 944 Cottage Street

September 20-22, 1985: Ldn=58.0 dB

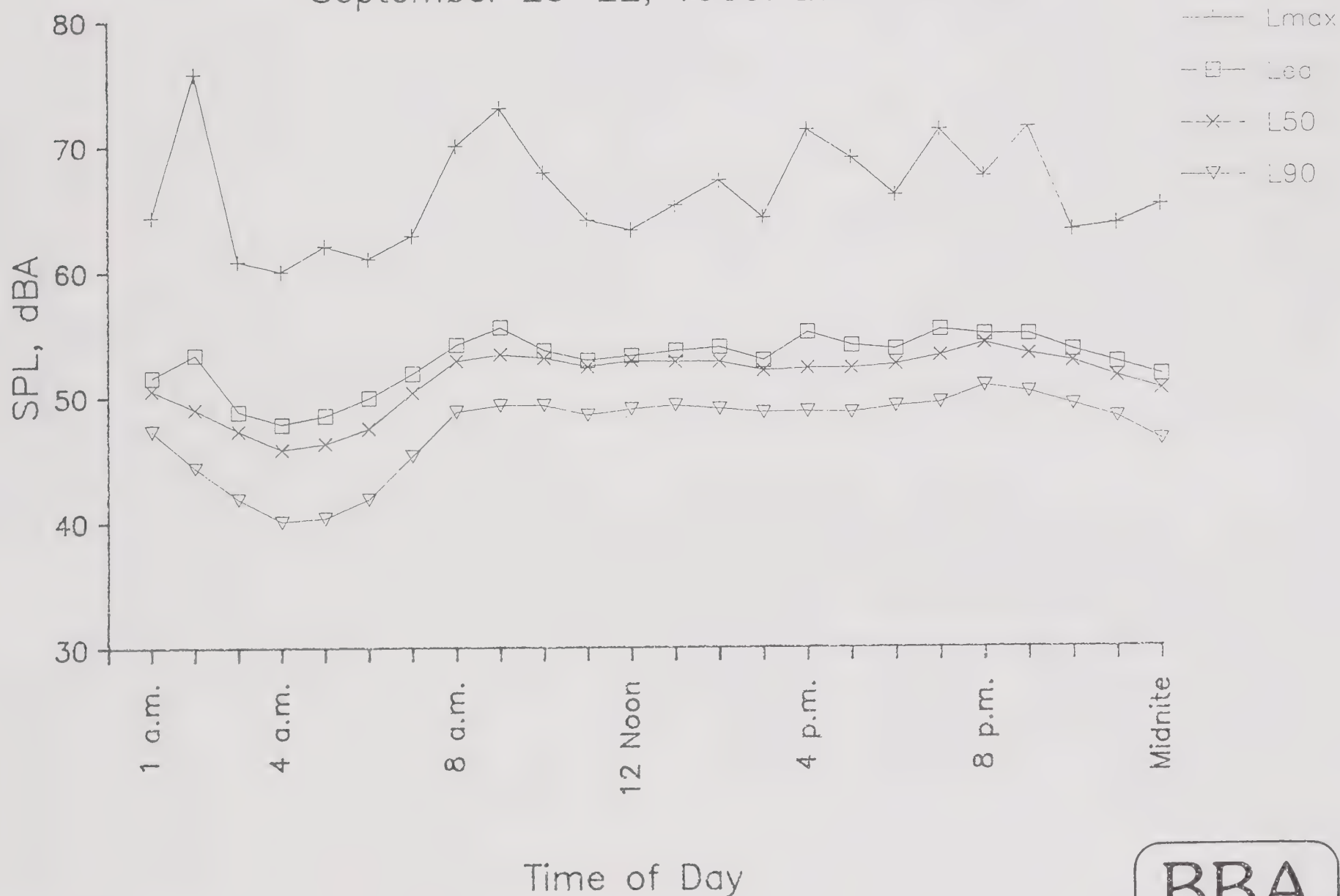


Figure VIII-6

BBA

Ambient Noise Levels: 944 Cottage Street

September 20-25, 1985: Hourly Leq

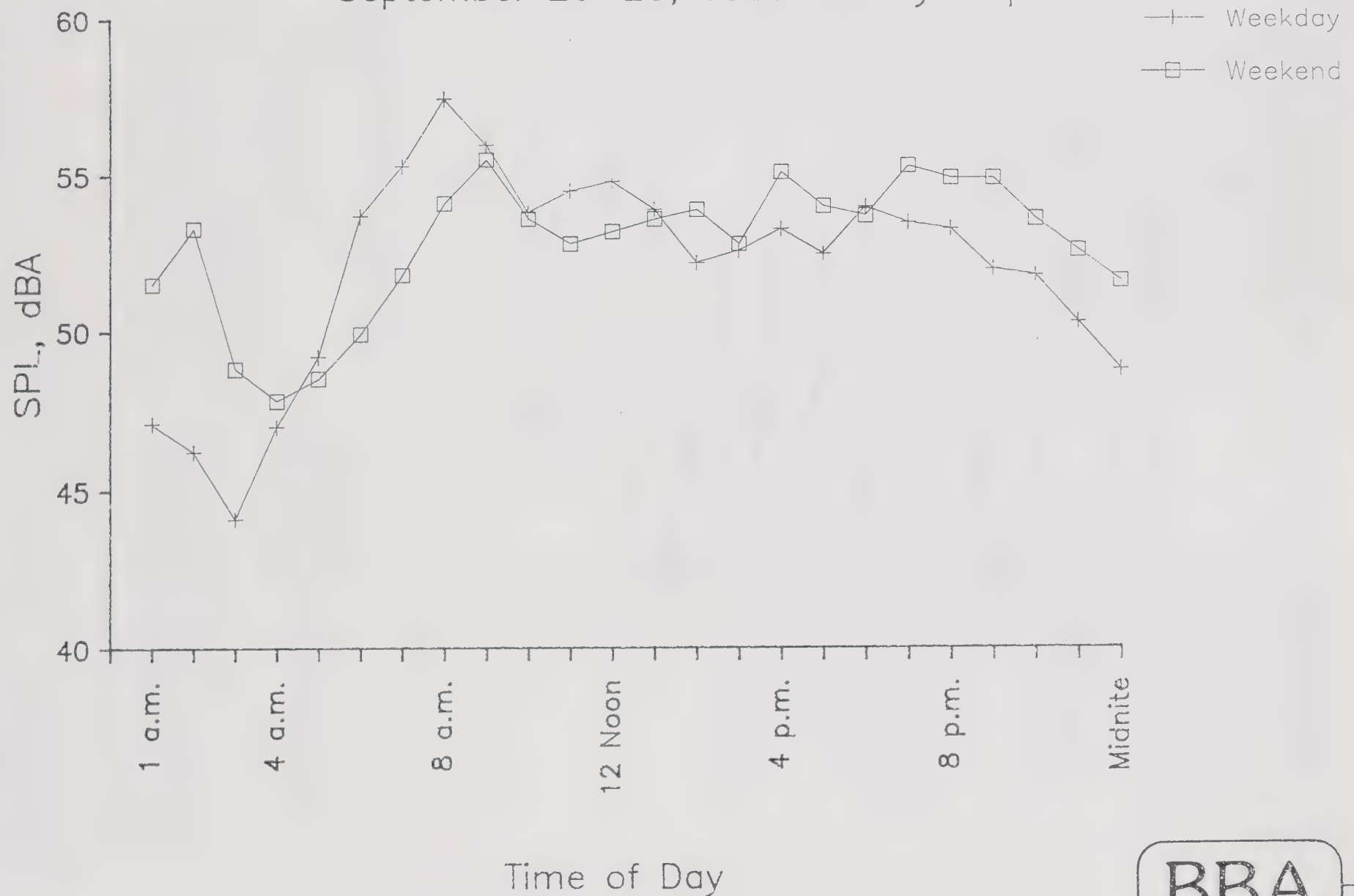


Figure VIII-7

BBA

Figure VIII-8

Land Use Compatibility For Community Noise Environments

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L_{dn} OR CNEL, dB					
	55	60	65	70	75	80
RESIDENTIAL - LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
RESIDENTIAL - MULTI. FAMILY	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
TRANSIENT LODGING - MOTELS, HOTELS	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES	Conditionally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS	Conditionally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
PLAYGROUNDS, NEIGHBORHOOD PARKS	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE	Normally Acceptable	Normally Acceptable	Conditionally Acceptable	Conditionally Acceptable	Normally Unacceptable	Clearly Unacceptable

INTERPRETATION



NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.



NORMALLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or L_{dn} . Normalized values are obtained by adding or subtracting the constants described in Table 1 to the measured or calculated value of CNEL or L_{dn} .

B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Com-

munity Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL of L_{dn} . This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

D. ACCEPTABLE OUTDOOR ENVIRONMENTS

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.

FINDINGS

- A trace of the western branch of the Melones Fault passes through Placerville. According to the State Geologist, the fault is inactive and has little potential for future movement.
- High erosion hazards have been identified in the steep slopes surrounding the city.
- A 100-year flood along Hangtown Creek could inundate most of Main Street, a portion of lower Broadway, and parts of Placerville Drive. A 500-year flood would not inundate appreciably more land, with the exception of upper Main Street and upper Placerville Drive. Flooding potential in most of the rest of the city is limited due to topography.
- The city is surrounded by substantial amounts of land identified as a high fire risk area.
- Except along the major highways and arterials, Placerville is a relatively quiet city.

INFORMATION SOURCES

- 1 Earl Hart, California Division of Mines and Geology, Pleasant Hill Office.
- 2 Federal Emergency Management Agency, *Flood Insurance Study*, City of Placerville, California, March 30, 1983.
- 3 El Dorado County/Cities Emergency Plan, May 19, 1981.

IX. URBAN DESIGN AND SCENIC RESOURCES

CHAPTER IX

URBAN DESIGN AND SCENIC RESOURCES

INTRODUCTION

Placerville's scenic resources and its built environment define the visual quality of the city. That is, in the aggregate, natural and landform features, cultivated and natural landscapes, roadways, buildings, and other human-made features constitute the image of the city. The form and character of these imageable features are important factors in giving visual identity, structure, and meaning to the city.

This chapter is concerned with two distinct but interrelated subjects: scenic resources and urban design. In their independent forms, scenic resources are concerned with all visible, physical features of the city which determine its positive visual qualities. These features can include topographic features, surrounding natural landscape and interior city landscaping, parks, boulevards, distinctive buildings and other built forms, all treated as individual scenic features. That is, scenic resources are discussed independent of their context or role in determining the physical structure of the city; these considerations are the subject of urban design.

Urban design is concerned with the interrelationships among the important visual features of the city, and therefore include all scenic resources. On a more fundamental level, urban design considers the overall structure, coherence, and "meaning" of the city. Therefore, it also addresses considerations related to the overall image of the city in terms of the vitality of pedestrian areas, the ease with which the city can be negotiated by both pedestrians and motorists, and the aesthetic character of the major urban nodes within the city.

REGIONAL CONTEXT

Placerville is located approximately 45 miles east of Sacramento and 70 miles west of Lake Tahoe. The Study Area is located within a complex, highly differentiated environmental setting which reflects the transition between the California Central Valley and the Sierra Nevada. Three biophysical gradients are apparent in this transition zone; a vegetation mosaic characterized by the change from Central Valley grassland vegetation, to mixed needleleaf and broadleaf forests, to Sierra evergreen forests; a highly differentiated topography characterized by the slope change from Central Valley flatlands to foothills, to mountains; and the change in precipitation and snowfall from the arid Central Valley to the deep snow of the Sierra Nevada.

These natural factors produce a highly varied, complex landscape setting which is further differentiated by pockets of cultivated lands.

The settlement pattern of the region is both irregular and discontinuous due in part to the complex topography. The principal urban areas are concentrated along the Highway 50 corridor, with smaller pockets of urban development occurring at the intersections of the regional road network.

CHARACTERISTICS OF THE STUDY AREA

This section consists of three parts. The first part is a description and general inventory of the natural features characteristic of the Study Area. Included within this description are discussions of topography, surface hydrology, and vegetation. The second part identifies the primary

features of the built-environment. Descriptions of the primary transportation and circulations routes and the built-environment development patterns are the subjects of this part. The third part of this section sets forth a series of geographic units which serve to organize the resource inventories contained in the subsequent section.

Primary Natural Features

Topography and Surface Hydrology

Complex and highly differentiated topography is perhaps the single most influential natural feature in terms of both the scenic quality and urban pattern of the Study Area. The Study Area is divided into major visual and hydrologic units by three primary and dominant east/west ridgelines which in turn define the principal watersheds. These watersheds drain into three primary watercourses: (1) Weber Creek, which defines part of the southern edge of the planning area, (2) Hangtown Creek, which runs through the historic downtown along Main Street and Broadway and eventually joins Weber Creek near the west boundary of the planning area, and (3) the South Fork of the American River, which constitutes much of the northern boundary of the planning area. Branching off each major watershed divide or ridgeline are a series of sub-watersheds, each hydrologically and visually defined by secondary ridgelines. These secondary ridgelines are generally oriented in a north/south direction, perpendicular to the primary watercourse. The secondary ridgelines are responsible for the "layered" appearance of the landscape.

In the aggregate, these primary and secondary ridgelines create a highly differentiated, visually layered and highly contained landscape with a strong three-dimensional character. This is particularly true in the developed portion of the Hangtown Creek watershed, where these secondary ridges are located at "regular" intervals approximately one-quarter of a mile apart. Moreover, the moderate to steep slopes characteristic of this topography have a profound influence on the location of roads and hence the development pattern.

In addition to their value as natural resources, these water bodies also constitute important scenic resources. The north fork of the American River is a river of outstanding scenic value and is highly valued for white water rafting and other forms of outdoor recreation. Since the topography is very steep in this watershed, the development pattern is sparse and limited to the uppermost ridgetop and a narrow, intermittent band along Mosquito Road. As such, the scenic qualities of the river and its watershed area could be considered "wildland" in nature. By contrast, the Hangtown Creek watershed is the most heavily developed, thus its scenic qualities are largely constrained to an "urban" riparian corridor for much of its alignment. Weber Creek is characterized by a more agricultural setting, and thus its scenic value might be considered "rural" in nature. The significantly different visual character of these three watercourses provides the Study Area with an unusual variety and richness in scenic resources.

It is also important to note that the Study Area contains a substantial number of ponds, impoundments, and reservoirs which add visual interest and variety to the landscape although their visibility is generally limited to localized views by virtue of the topography and vegetation.

Figure IX-1 shows those topographic and hydrologic features which are important to the subsequent discussions of scenic resources and urban design.

DOMINANT TOPOGRAPHIC/HYDROLOGIC FEATURES



- Primary Ridgelines
- Secondary Ridgelines
- Primary/Perennial Streams
- Secondary/Intermittent Streams

Source: Pepper Associates, 1986

Figure IX-1

Vegetation

As noted above, Placerville is geographically located in a zone of transition between California's Central Valley and the Sierra Nevada. Highly apparent changes, both in vegetation types and patterns and in climate, accompany the dramatic increase in elevations between these two geographic zones. More specifically, the city is located at the point where the Sierra Nevada foothills meet the base of the Sierra Nevada Range. As a result, the Study Area topography and vegetation reflect this change from the gentle, rolling hills of mixed broadleaf forests with patches of grassland to the west, to the more severe topography and Sierra coniferous forests to the east. A discussion of vegetation is contained in the Chapter VII of this Background Report.

In addition to these general changes in vegetation across the Study Area, vegetation types and patterns also differ substantially as a function of slope and aspect. Many south facing slopes have warmer and dryer microclimates and support oak savanna and chaparral vegetation; vegetation types common to slightly lower elevations with similar climates. Conifer forests often occur on northern slopes where microclimates tend to be cooler and wetter throughout the year. Riparian vegetation forms corridors along virtually all the watercourses in the planning area.

Many parts of the Study Area are currently in agricultural uses - primarily orchards, vineyards, and cattle grazing. These areas, some within a mile of downtown Placerville, are generally located on ridgetops and other gentle to moderate sloped terrain. Since these agricultural uses vary in size, tend to be "organic" in shape, and are scattered throughout the planning area, their visual attributes tend to be woven into the fabric of the larger "natural" landscape rather than constituting separate and dominant visual elements themselves. They do, however, evoke a sense of being in visual and physical harmony with their surroundings.

With few exceptions, most residential areas in the Study Area have largely preserved the natural landscape and vegetation. In only a few residential areas, such as in a recent subdivision near the Placerville Airport, are introduced or exotic species of vegetation widely apparent.

Figure IX-2 is a schematic illustration of the vegetation pattern as it influences scenic resources and urban design.

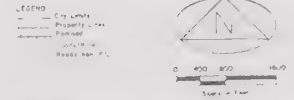
Primary Features of the Built-Environment

Transportation and Circulation Routes

Placerville's transportation infrastructure, roads and railroads, are virtually determined by the topographic and hydrologic constraints discussed above. In turn, to a large degree this infrastructure determines the development pattern and thus both directly and indirectly effects the quality of scenic and urban resources. The Study Area's road system is dominated by two major scenic routes (Interstate Highway 50 and California State Highway 49), in addition to a number of important local and subregional roads.

Interstate Highway 50, which links California's Central valley across the Sierra Nevada to Nevada's Great Basin, divides the Study Area roughly into northern and southern halves. Highway 50, a historically significant migration and trade route, carries the highest traffic volume in the county (see Transportation Section) and is the largest, most dominant single built element in Placerville. Within the city, the highway is located parallel to Hangtown Creek for much of its alignment, and for a two and a one-half mile stretch in the downtown area, the highway and creek were less than 500 feet apart. Highway 50 is much larger in scale than any other local

SCHEMATIC VEGETATION PLAN



- Grassland or Open
- Orchards/Vineyards
- Built-Up Areas-Conifer Dominance
- Built-Up Areas-Oak Woodland Dominance
- Conifer Dominance
- Oak Woodland Dominance
- Chaparral Oak Dominance

Source: Pepper Associates, 1986

Figure IX-2

road, thus it constitutes a formidable physical and visual barrier between the northern and southern parts of the city.

State Highway 49 was historically a heavily traveled north-south migration and trade route during the Gold Rush years. Placerville was one of many booming towns to spring up along this route, which roughly parallels the 200 mile long quartz/gold vein from which many made their fortunes. Today many of these small Gold Rush town still exist and have preserved and recaptured their heritage through urban revitalization and preservation efforts. Thus, State Highway 49 is an important scenic highway both in terms of visual and historic resources.

Highways 49 and 50 intersect near the western end of Placerville's historic downtown area. Main Street runs through the historic downtown, parallel to Highway 50 and links the majority of Placerville's commercial areas. Broadway serves as an extension of Main Street to the east, and both roads run approximately parallel to and adjacent or close to Highway 50 along their entire length. The remainder of the Study Area's roads irregularly weave their way through the area's complex and limiting topography. These roads tend to emanate from the two highways and primary city streets discussed above.

Finally, a Southern Pacific Railroad line, which roughly parallels Highway 50, spans across the entire Study Area. The alignments of the railroad, Highway 50, and Hangtown Creek are contiguous for a portion of the downtown area, thus constituting a formidable barrier between the northern and southern parts of the city.

Figure IX-3 shows these circulation elements and the related development pattern discussed below.

Development Pattern

Due to the complex topography and the proximity to the historical east/west and north/south trade routes, the development pattern of Placerville tends to be both irregular and linear in form and proximate to the major circulation elements. The rich historic resources of Placerville's built-environment are of particular note in terms of their scenic and urban design value.

Downtown Placerville, which includes virtually all of the business/commercial districts and major transportation routes, is concentrated in the Hangtown Creek Canyon which occupies approximately one-third of the central planning area. Most of the residential districts are located on slopes to the north and south of the downtown. Other uses such as industrial, recreational and open space areas, and agricultural tend to be distributed throughout the Study Area.

Existing residential and commercial buildings in the City of Placerville date to the 1850's. Many buildings in both the downtown and nearby residential areas are of local historical value, and the Episcopal Church, which dates from 1865, is designated as a State Historical landmark.

During subsequent periods of growth, commercial development continued to expand to the west along Main Street and Placerville Drive, and to the east along Main Street and Broadway. Similarly, residential growth continued contiguous to, but upslope from, the commercial areas. Residential development presently occurs on ridgetops and in valleys as a function of both topography and circulation.

The densities of residential areas generally vary inversely with their distance from the downtown area. Thus the innermost "ring" of older residential development is relatively dense and urban

SCHEMATIC - DEVELOPMENT PATTERN & DOMINANT CIRCULATION ELEMENTS










-  Commercial Area
 -  Older Neighborhoods
 -  Suburban Development
 -  Rural Estates/Agriculture/Woodland
 -  Freeway
 -  Major Highway
 -  Railroad
- Source: Pepper Associates, 1986

Figure IX-3

in its build and landscape character. Outside of this first ring of development, residential development appears to be more moderate in density. These homes often have larger front and back yards which are dominated by natural vegetation types, and thus appear more "natural" in character. Finally, most outlying areas are generally rural in density and agricultural or wildland in character. Many of these residences are surrounded by or proximate to agricultural uses.

Figure IX-3 shows the general development pattern expressed through the visual character of its constituent parts as discussed above.

Scenic and Urban Design Analytic Units

In order to better focus the Scenic Resources and Urban Design analysis, the Study Area has been divided into nine subareas, defined by a combination of the natural and built-environment factors discussed above. The complexity and highly differentiated nature of the Study Area does not lend itself to an easy or particularly obvious division into homogeneous units. Nonetheless, it is reasonable to use somewhat generalized units for the level of analysis appropriate for a General Plan.

The nine subareas generated for this analysis were determined through further dividing the four major geographic elements identified in the development pattern -- commercial strip, older urban residential, suburban residential, and rural residential/agriculture (as shown in Figure IX-3) -- on the basis of significant difference in topography and/or vegetation. Thus these subareas define relatively homogenous geographic areas with respect to major use type, topography, and vegetation.

The geographic locations of these nine subareas are shown in Figure IX-4.

Area 1 is defined primarily by the intensive urban development which occurs along to Hangtown Creek. This area contains three segments--the historic downtown/Main Street segment; the Broadway segment to the east; and the Placerville Drive segment to the west.

Area 2 is defined by the older urban residential area more or less contiguous to the Main Street segment of the downtown. This area generally occupies the small canyons and the gentle to moderate topography in the central section of the Hangtown Creek watershed, starting at the creek and reaching approximately one-half of the distance to the watershed divide. The subarea is further divided along the creek/railroad alignment/Highway 50 corridor into northern and southern segments.

Area 3 is defined by the suburban residential development which is near the older urban residential area, and located within that portion of the Hangtown Creek watershed north of the creek/railroad/highway corridor. There are also two segments in this area--a western portion defined by Canal Street, Coloma Street, Tunnel Street and Bedford Avenue, and an eastern portion defined by Mosquito Road, Carson Road, Smith Flat Road, and Jacquier Road.

Area 4 is defined by the suburban residential development which is proximate to the older urban residential area, and generally located within that portion of the Hangtown Creek watershed south of the creek/railroad/highway corridor.

SCENIC & URBAN DESIGN ANALYTIC UNITS



Area 5 is defined by that portion of the Study Area that is contained within the immediate watershed of the North Fork of the American River. This subarea occupies the northeastern portion of the Study Area. It is largely in forest cover, and hence generally in forest uses.

Area 6 is defined by the upper part of the Weber Creek watershed which has moderate to steep topography and is relatively free of development. The western edge of this subarea is defined by Coon Hollow Road. This subarea occupies the southeastern portion of the Study Area.

Area 7 is defined by the lower portions of Hangtown Creek and Weber Creek which are primarily in rural residential/agricultural uses.

Area 8 is defined by that portion of the Planning Area which drains into Indian Creek. This subarea occupies the southwestern part of the Study Area, and is primarily in rural residential and agricultural uses.

Area 9 is defined by that portion of the Study Area which lies to the west of Caswell Road and North of Hangtown Creek. This subarea occupies the northwestern part of the Planning Area, and is primarily in rural residential and agricultural uses.

SCENIC RESOURCES

This section on scenic resources includes a discussion of those existing features which define the scenic quality of the Study Area. It also identifies features which, in their present state, are not considered scenic but which have the potential for constituting a future scenic resource. Finally, it discusses those elements and characteristics which constitute adverse aesthetic features and thus warrant future measures for mitigating or eliminating their adverse effects.

Scenic resources are analyzed in terms of their proximity to the viewer, and since any visible element in the landscape can constitute a scenic resource, the distance from any such element and its relationship to the viewer is central to the management of such resources. When the views of scenic resources are at a distance of up to one-quarter or one-half of a mile, the view is classified as a 'foreground' view. Views at a distance of between one-half of a mile and three miles are classified as 'middleground' views, and views of greater than three miles are classified as 'background' views.

Since topographic features, vegetation, and built-features largely determine these viewing distances, the complex topography and relatively dense vegetative cover of the Study Area have a significant effect on the scenic resources and visual qualities of Placerville and the entire Study Area. Much of the Study Area has a tree canopy; thus views along roads other than Highway 50 have a strong foreground quality. In those areas relatively free of tree canopies--the commercial corridors, the Highway 50 corridor, and the grassland and vineyard portions of the agricultural lands in the western part of the Study Area--the views from the road are commonly middleground, and in some instances, background views.

Inventory

Area 1: Segment (a):

The primary scenic resources of this segment of Area One are the historic buildings in downtown Placerville. These important scenic and cultural resources provide the downtown area with an unusually high amenity value, and constitute both a currently realized and potential opportunity for substantial urban revitalization. Hangtown Creek and the railroad right-of-way which are parallel and contiguous to the northern edge of the downtown area also constitute resources with very high scenic potential.

Since Highway 50 is at grade along this segment of Area One, it has an adverse effect on the scenic value of downtown due to the visual distraction of high speed traffic, and general lack of vegetation screening in the right-of-way. Middle and background views in this segment are, however, visually appealing and of quite high scenic value.

Area 1: Segment (b):

With the exception of the natural landscape value of the easternmost segment of Broadway Avenue, this segment contains only limited and intermittent portions with scenic value (primarily in terms of landscaped areas). As is the case with Segment (a), Hangtown Creek constitutes a resource with high scenic potential. The lack of historic buildings and the predominance of strip commercial uses and the nearly continuous corridor of on- and off-street parking (with only a very modest amount of landscaping makes this segment a decidedly negative element in terms of scenic values. The fact that Highway 50 is at an elevation considerably higher than Broadway for most of this segment, is a visual asset for views along both roadways. Middle and background views from both roadways have definite scenic value, however, the strongly negative visual character of the foreground views tends to overshadow the quality of the longer views.

Area 1: Segment (c):

The Placerville Drive segment of this area is strikingly similar to segment (b) in terms of its virtual lack of visual amenities. The segment is dominated by strip commercial uses, and most of the corridor is visually chaotic and unappealing. Only a few isolated portions of this segment have any appreciable landscape quality in the foreground views. Middleground views have considerable scenic value as is the case in the other segments, but the negative visual character of the dominant foreground views makes this segment a major liability in terms of its value as a scenic resource. There are limited background views along this segment.

Area 2: Segment (a):

This northern portion of the older urban residential area is perhaps the most appealing area within the city in terms of its scenic resources. The composite scenic values of both the older, historical buildings and the attractive natural and cultural landscape provide this area with an overall visual image of high scenic value. The relatively modest topography of this area permitted a development pattern which takes advantage of both the secondary ridgelines and the intervening small canyons, thus, the development pattern is more or less continuous. Furthermore, there are excellent foreground and middleground views of the historic downtown area set against the steeper wooded slopes to the south. There are also limited but excellent background views to the east and west along the Hangtown Creek alignment. Highway 50 has a limited, adverse impact on those properties near the road alignment, but the balance of the

subarea has a relatively high scenic amenity value. The vegetation pattern is a sympathetic mix of native and exotic vegetation, with an overall sense of a 'natural' landscape.

Area 2: Segment (b):

The older urban residential area to the south of the downtown is similar to the northern segment, but with a somewhat less 'organic' development pattern and slightly lower overall scenic quality. The topography of this southern segment differs from the northern one in that the perpendicular canyons and ridges are steeper, larger, and fewer in number. The residential area is also more visually and topographically isolated from the downtown area by virtue of an abrupt, near-continuous steep slope located parallel to, and one-half block south of Main Street. There are also limited but excellent foreground and middleground views to the east and west along the Hangtown Creek alignment. The overall vegetation character is different from Segment (a) due primarily to the difference in slope/aspect, and the overall vegetation pattern is somewhat less coherent.

Area 3: Segment (a):

This eastern segment contains three pockets of suburban residential development. These moderate-density areas occur within a rural residential context which includes a substantial number of orchards and open agricultural lands all within a dominant Sierra evergreen forest vegetation. The secondary Hangtown Creek watersheds are oriented in an east/west direction in this area, and the drainages are considerably longer than those in Area Two. This area has particularly high scenic values, due in part to the richness of the vegetation mosaic, and the rolling character of the topography. The circulation system follows ridges and valley bottoms, with generally attractive foreground views along most road segments. There are many outstanding middleground views, as well as a limited number of excellent background views.

Area 3: Segment (b):

The western segment of this area consists of suburban residential use contiguous to the older urban residential area, and a significant grassland and agricultural area. The dominant natural vegetation type is oak woodland with an appreciable complement of pines. Topography in this area is nearly identical to Area Two (a), and is characterized by secondary watersheds oriented in a north/south direction. Most portions of the residential area have high scenic value as do the grassland and agricultural area. The landscape of this part of Area Three has a more open quality than the eastern portion, thus, there are more middleground and background views.

Area 4:

Area Four is similar to Area Three in terms of its use characteristics, although rural residential and agricultural presence is more limited. Most of this area falls within the Hangtown Creek watershed although a portion of the area is located within the Weber Creek watershed. The scenic quality of the area is generally quite high. There are outstanding middleground and background views from many parts of the area, and in some parts the background views encompass nearly 360 degrees. The natural vegetation is in a transition zone and both needleleaf forest and oak woodland types are present. There is also small but noticeable presence of exotic species in some of the developed areas.

Area 5:

Area Five contains nearly all of the 'wildland' scenic resources of the Study Area. There are a few very small pockets of residential use and a very limited agricultural presence in the area. Virtually all non-forest uses occur exclusively on the primary ridgetops. The principal slope-aspect is north, as the secondary watersheds entering the river canyon tend to run in an east/west direction. Slopes are very steep, and the dominant vegetation type is needleleaf forest, with some stands of chaparral on south and southwest facing slopes. A Sizeable portion of the areas has been logged in recent years, thus, the scenic values of the area are somewhat impacted in terms of both foreground and middleground views. There is also an obvious logging presence on the south facing slopes across the American River, which in turn leads to some degraded middleground views. There are, nonetheless, outstanding middleground and background views from Mosquito Road, in the unlogged forest areas.

The American River canyon is a highly valued scenic and recreational resource, although access to the river is very limited within the Study Area.

Area 6:

The balance of the 'wildland' scenic resources in the Study Area are found in this area, which is located wholly within the Weber Creek watershed. There are very few rural residences and agricultural uses in this area, which is characterized by moderate to steep topography, and oak grassland and woodland. Given its relatively undisturbed state, this area has moderate to high scenic resource value.

Area 7:

Area Seven occupies the western portion of the Weber Creek watershed within the Study Area. This area is characterized by both rural residential and agricultural uses. The topography is steep near the creek, but the ridges and upland areas are gentle. Vegetation in this area consists primarily of riparian, oak woodland, and oak savanna. Since the grassland areas are largely confined to the uplands portions of the area, there are many excellent middleground and background views within the area. Proximity to Highway 50 and Diamond Springs, and the alignment of Missouri Flat Road have made this area attractive to recent development, and with the limited vegetation cover characteristic of the uplands areas, this development is quite apparent in foreground views. Overall, however, the area should still be considered as having high scenic resource value, particularly with respect to the Route 49 'scenic' corridor.

Area 8:

Rolling topography and oak savanna vegetation is characteristic of Area Eight. This combination of natural factors provides this area with highly valued scenic resources, but resources which are highly susceptible to degradation from urban and suburban development due to the relatively open quality of the landscape. Highway 50 divides this southwestern corner of the Study Area in half. The Highway 50 interchanges at Missouri Flat Road and El Dorado Road suggest that this area will experience considerable development pressure in the not-too-distant future and the scenic resources of the area impacted. There is a significant amount of residential development in the southern portion of this area, although the northern portion is predominantly rural and agricultural.

Area 9:

Area Nine has high scenic resource value due to its largely rural and agricultural character. The topography and oak woodland vegetation of the area combine to create a landscape with excellent foreground, middleground, and background views. The correspondingly rich complement of agricultural lands gives this area a particularly attractive vegetation mosaic and landscape characters. This landscape affords particularly vivid views of both immediate and distant landscapes.

Scenic Highways:

Scenic Highways are segments of federal, state, or local roads that have been designated by the state or local government as roads traversing scenic corridors and for which the state or local government has developed a program for protection of the scenic corridor. There are three levels of scenic highway designation:

State Scenic Highways are segments of state highways that the State Legislature has included in the Master Plan of State Highways Eligible for Official Scenic Highway Designation, and the Director of the Department of Transportation (Caltrans) has officially designated as such at the request of the local government.

County Scenic Highways are segments of county highways that the Director of the Department of Transportation has officially so designated at the request of the local government. To achieve this designation, the local government must provide the same level of protection to the scenic corridor as required for designation as a State Scenic Highway.

Local Scenic Highways are segments of state highways or local roads or streets the local government feels are of scenic significance, but which do not qualify for state designation.

Of the roads located within the Study Area, Highway 50 east of the Route 49 intersection appears on the State Master Plan as a designated Scenic Highway, and Route 49 has been designated as Route Eligible for Scenic Designation.

URBAN DESIGN

This section on urban design includes a discussion of those existing features which constitute the primary features of the city which give it form, structure, and meaning. It also identifies those features which provide visual clarity and coherence to the 'image' of the city. Most importantly, it discusses these features and their design functions in the context of the city as a single entity, since the objective of urban design is to provide a sense of the whole to the structure and composition of the built environment. Included in this section is a discussion of selected urban design concepts and principals which are central to an understanding of this important ingredient in urban planning.

The discussion and inventory in this section of the report are limited to those portions of the Study Area which are 'urban' or where urban potential is immediate.

Inventory

In order to coherently discuss the visual structure of a city it is necessary to have an "image" of the city which simplifies its many complexities into a manageable number of essential

elements and relationships. The most useful and widely-used system for identifying and classifying the important elements of urban form was formulated by Kevin Lynch in his book *The Image of the City*. Lynch's work, one of the most important modern contributions to large-scale design theory, provides a vital method of the evaluation of city form, and is an important guide for the building and rebuilding of cities.

Two principal questions are posed by Lynch: (1) 'What does a city's form actually mean to the people who live there?' and (2) 'What can the city planner do to make a city's image more vivid and memorable to its residents?'. Through a number of case studies constructed to answer these questions, Lynch was able to identify five basic elements used to define the image of the city, and to show how these elements give the city a 'sense of place.' These five elements--paths, edges, districts, nodes, and landmarks, are briefly discussed below, followed by an inventory of the corresponding significant elements found within the Study Area.

Paths are the channels along which the observer customarily, occasionally, or potentially moves. They may be streets, walkways, transit lines, canals, railroads. For many people, these are the predominant elements in their image. People observe the city while moving through it, and along these paths the other environmental elements are arranged and related.

The dominant historical and contemporary vehicular and pedestrian path for the residents of the Study Area is the Main Street/Broadway/Placerville Drive corridor, although Highway 50 and Route 49 also constitute major paths. Each resident will naturally have a unique system of local paths connecting home and workplace/shopping/school, etc., however, from an urban design perspective the paths noted above provide the basic urban structuring and constitute the basis for the dominant image of the urban portion of the Study Area.

The Main Street/Broadway/Placerville Drive path acts as a continuous spine along which all other major urban elements are arrayed and/or connected; it is, in brief, the basic element in the overall urban structure of Placerville. Unfortunately, the construction of Highway 50, an important regional and state 'path,' not only severed this basic path, it also created a major barrier between the northern and southern portions of the city resulting in both a visual and pedestrian separation. As such, the functional and visual structure of Placerville is significantly impacted by this major path, creating a series of complex urban design problems as discussed in the next subsection. Route 49 is also an important regional and state path, however, it does not seriously impact the urban fabric of the Study Area. There are, nonetheless, a series of urban design issues related to this path, especially in terms of its connection/intersection with the downtown and the Main Street/Highway 50 corridor.

Finally, the Southern Pacific Railroad alignment constitutes an important path within the Study Area. Although it is a relatively lightly traveled path, it is nonetheless an important element in terms of visual structuring of the urban area. It also reinforces the Highway 50 corridor within the urban portion of the Study Area, reinforcing the separation between the northern and southern portions of the city.

Edges are the linear elements not used or considered as paths by the observer. They are the boundaries between two phases, edges may be barriers, more or less penetrable, which close one region off from another; or they may be seams, lines along which two regions are related and joined together. These edge elements, although probably not as dominant as paths, are for many people important organizing features, particularly in the role of holding together generalized areas, as in the outline of a city by water or wall.

Topography, expressed through steep mid-slopes and ridgelines, constitutes the most important 'pure' edges within the Study Area in general and the City of Placerville in particular. The development pattern is strongly influenced by topographic features: steep slopes and ridgelines frequently define the edge of developed areas. Of particular note is the steep slope which separates the southern residential area from the Main Street/downtown area. This topographic feature is clearly a dominant edge within the urban area. Conversely, the various watercourses which further define the topography also serve as edges through serving as 'seams' along which various parts of the area are joined together.

Vegetation is also an important element in terms of defining 'edges.' Although these edges are less pronounced in the urban portion of the Study Area, the transitions between forest/woodland and grassland areas are highly imageable, and hence, important in terms of urban structuring.

Since it forms a relatively impenetrable barrier, Highway 50 also constitutes an important edge within the urban portion of the Study Area. Historically, Hangtown Creek most likely constituted such a barrier, but to a significantly smaller degree.

Districts are medium to large sections of the city, conceived of as having two-dimensional extent, which the observer mentally enters 'inside of,' and which are recognizable as having some common, identifying character. Always identifiable from the inside, they are also used for exterior reference if visible from the outside. Most people structure their city to some extent in this way, with individual differences as to whether paths or districts are dominant elements. It seems to depend not only upon the individual but also upon the given city.

The nine subareas discussed in the previous section constitute such districts, since an important aspect of their definition has to do with their more or less common visual character. Of particular importance to the urban design of Placerville are those districts which define the urbanized portions of the Study Area, namely Areas One through four.

The downtown area is the most easily defined district by virtue of the clarity of its functional and topographic differentiation from the balance of the development pattern. Unlike many cities, the downtown area of Placerville has easily definable and visually coherent edges, and it is readily apparent when one is 'inside' the downtown area. The Broadway commercial segment can be similarly differentiated as a coherent district, as can that portion of the Placerville Drive segment which is near the Highway 50 interchange. The other portions of this commercial corridor appear to merge with the residential area to the northwest, and their distinction as a separate district are somewhat blurred.

The Main Street segment of the downtown has an unusually rich complement of historic buildings. There are four California Historic Landmark sites within the downtown area: Hangman's Tree, Studebaker's Shop, Old Hangtown, and the Placerville-Overland Pony Express Route. There are many buildings built in the 1850s and 1860s as well as a number of buildings representative of the early 1900s, the 1920s, and the 1930s. In the aggregate, these buildings define the overall character of this downtown district, and constitute a very significant urban design resource. The 1979 Placerville Downtown Specific Plan identified 25 locally significant historic buildings in the downtown area, and an additional 26 sites classified as potential historic sites.

Two additional discernable districts are defined by the older urban residential areas immediately to the north and south of the downtown, both of which also contain important historic buildings. The Episcopal Church of Our Savior, located just to the north of the downtown, is on the National

Historic Register. Although these districts are further differentiated by topography (with each small canyon or ridgetop constituting a definable sub-district), they have sufficient overall coherence to 'qualify' as important districts in the overall structure of the urban fabric of Placerville. The 'suburban' and 'rural' districts discussed in the previous section also constitute discernible districts, although their important in giving urban structure to the city are more problematic. Nonetheless, there are important issues related to the manner in which these districts will be integrated into the existing urban fabric of the Study Area as discussed in the next sub-section on 'Urban Design Issues.'

Nodes are points, the strategic spots in a city into which an observer can enter, and which are the intensive foci to and from which a person is traveling. They may be primarily junctions, places of a break in transportation, a crossing or convergence of paths. Or the nodes may be simply concentrations which gain their importance from being the condensation of some use or physical character, as a street-corner hangout or enclosed square. Some of these concentration nodes are the focus and epitome of a district, over which their influence radiates and of which they stand as a symbol.

There are a limited number of identifiable nodes within the Study Area due in part to the unique linear structure of the primary urban pattern. That is, the important nodes are virtually all located along the principal east-west circulation corridor defined by Main Street/Broadway/Placerville Drive/Highway 50/Hangtown Creek. The physical and visual disruption to this corridor resulting from the Highway 50 alignment makes these nodes more difficult to distinguish. By virtue of its primacy, the intersection(s) of Highways 50 and 49 is the primary node in the Study Area. Unfortunately, the development pattern and the circulation pattern in the immediate area is confusing, visually chaotic, and rather incoherent. This issue is discussed in more detail in the following sub-section.

Several other nodes are apparent along this corridor, most of which are directly related to the major roads linking the northern and southern halves of the Study Area, and in some instances expressed distinctively through the development pattern surrounding Highway 50 on- and off-ramps. These nodes occur at the following locations:

- Highway 50 and El Dorado Road
- Highway 50 and Missouri Flat Road

This node is defined by a major suburban shopping center highly visible from Highway 50.

- Highway 50 and Placerville Drive

This node encompasses a rather substantial area which includes a major suburban shopping center complex, El Dorado County Fairgrounds, the El Dorado County Government Center, and American River College.

- Highway 50 and Schnell School Road

This node is defined by the concentration of commercial uses near the intersection of Broadway and Schnell School Road, adjacent to the Highway 50 off- and on-ramps.

Three additional nodes occurring within the urbanized portion of the Study Area warrant mention. The first of these occurs as the intersection of Main Street and Cedar Ravine, further defined by a public monument (also a landmark as discussed below). The second is located at the intersection of Tunnel Street and Spring Street, and the third occurs at the intersection of Pacific Street/Piety and Sacramento Street. There are many smaller nodes used by residents to structure particular neighborhoods, which are too localized for inclusion in this inventory.

A major node which may have a significant impact on the Placerville development pattern is the community of Diamond Springs located on Route 49 just south of the Study Area.

Landmarks are another type of point-reference, but in this case the observer does not enter within them, they are external. They are usually a rather simply defined physical object: building, sign, store, or mountain. Their use involves the singling out of one element from the host of possibilities. Some landmarks are distant ones, typically seen from many angles and distances, over the tops of smaller elements, and used as radial references. They may be within the city or at such a distance that for all practical purposes they symbolize a constant direction. Other landmarks are primarily local, being visible only in restricted localities and from certain approaches. These are the innumerable signs, store fronts, trees, doorknobs, and other urban detail, which fill in the image of most observers. They are frequently used clues for identity and even of structure, and seem to be increasingly relied upon as a journey becomes more and more familiar.

There are numerous landmarks within the Study Area, many of which are of historical value. Among the important historical landmarks are the following:

- Bell Tower and Plaza
- Nuss Building
- City Hall and County Courthouse
- Druid Monument
- Pearson Soda Works
- Cary House

In addition to these key elements, there are important urban design considerations related to the scale of the city as it pertains both to its actual size (as related to the regional settlement pattern) and its perceived size (as related to the sense of size generated from within the city).

Topography and forest/woodland vegetation are major determinants of the perceived scale within the Study Area. Since nearly all of the structures in the urbanized portions of the Study Area are no greater than two stories in height and usually topographically enclosed, the landscape tends to dominate the built environment. That is, buildings appear small relative to the natural features of the surrounding and enclosing landscape. The high degree of topographic enclosure coupled with the fact that only limited portions of the city are ever visible from any given point also tends to make the entire urban area appear relatively small, and, hence, the understandable reference to its "small town" character.

Finally, the predominance of historic buildings in the downtown area gives the area a small-scale appearance due to the pedestrian-friendly nature of most of these buildings. These aspects of scale have important urban design implications for the future growth of the downtown and the urban area in general.

FINDINGS

- In spite of the overall high quality of the scenic resources within the Study Area, two of the three segments of the commercial development are significant liabilities. The historic downtown area has a relatively high visual quality, but the Broadway and Placerville Drive commercial areas have a strong negative effect on the scenic quality of the city. Undirected, laissez faire development economics are a major determinant of the built environment, frequently with a resulting adverse effect on visual and scenic quality. When development is largely unplanned and poorly coordinated, the resultant visual character is usually chaotic and unaesthetic in appearance. The predominance of marginal quality strip commercial development along Broadway and Placerville Drive suggests that this factor has been present in the development of these areas.
- There is a visual conflict between that portion of Highway 50 and the central business district where the highway is at the same elevation as the downtown area. The degraded visual environment is particularly evident in the vicinity of the Spring Street/Highway 50 intersection.
- The scenic quality of the segment of Main Street between Sacramento Street and Canal Street is particularly impacted by highway commercial uses. This is of special concern since this road segment is part of Route 49, a State Scenic Highway, and this segment of Main Street is its least scenic portion.
- Recent development in the western and southwestern portions of the Study Area is in a relatively open landscape. Because of the lack of vegetative visual screening in this area, urban and suburban development will significantly change the scenic quality of this part of the Study Area and create a striking visual contrast with the balance of the existing development.
- The majority of the most easily developed land in the Study Area is presently in agricultural uses. These agricultural landscapes contribute greatly to the high visual quality of the area, and their loss would result in a substantial reduction in scenic resources.
- Much of the high scenic value within the current development pattern is due to the relatively dense forest and woodland tree canopy that screens much of the residential development. As infill and densification take place, this tree cover may be substantially reduced, with a potential corresponding reduction in scenic quality. Unless there is a concerted effort to preserve mature trees, the overall scenic quality of the Study Area will be degraded. This is particularly true with respect to the maintenance of the tree canopy on all visually important ridgelines, especially those visible from major roads and from the downtown area.
- The scenic potential along most of the commercial corridors is limited by the extensive and dominant intrusion of commercial signs. Until such signage can be brought into a more sympathetic visual relationship with both the built and natural landscape, it will be difficult to enhance the scenic potential of these areas.
- The high scenic value manifest in the historic buildings of the downtown area may constitute a potential conflict with development interests not wishing to reflect the historic precedence of the existing historic buildings. In the absence of a downtown plan which places the value of these historic buildings within an urban design and revitalization context, this important scenic resource could be seriously degraded. Fortunately, there are a number of successful

examples of development and rehabilitation projects which have recognized and respected this historical precedent which gives the downtown its special, high visual and scenic appeal.

- The visual importance of the riparian vegetation in the Study Area should be recognized and protected accordingly. Riparian vegetation has been lost in many communities located along streams or rivers, with a resultant loss of both scenic and ecological resources. Riparian vegetation in Placerville's urban areas has already been substantially impacted, particularly in the Hangtown Creek corridor within the downtown area, although there is a clear potential for upgrading this particular riparian corridor.
- During the preparation of this report, literature concerned with earlier planning activities in the city (particularly in the downtown area) was reviewed. It is clear from this review that a wide array of urban design considerations have been raised, discussed, and framed into various plan proposals during the past decade. It appears that most of these planning studies did not consider the entire downtown area as an urban entity with a set of general overall design objectives, but rather appeared to focus too closely on the detailed attributes of the aggregate collection of individual structures. Since most of the recommendations and proposals set forth in these studies have not been implemented, it is important to pose a series of questions prior to engaging in the formulation of yet another plan if the important urban design issues are to be satisfactorily resolved. The following list of questions is not intended to be inclusive, but rather suggestive of the type and range of questions which should be posed during the plan formulation to direct the urban design process.
 - (1) What is the dominant community image regarding the desired form and character of the downtown urban center of the city?
 - (2) How is this image represented?
 - (3) If there is no dominant image, how can such an image be developed?
 - (4) Once developed, what are the principal features of this image (expressed in terms of the urban design elements discussed earlier)?
 - (5) What are the primary congruencies and incongruencies between the desired image and the existing image?

Another series of questions would address a set of more specific issues:

- (1) Where should the primary entry points into the downtown area be located, and how can they be clarified, defined, and enhanced to signal a clear sense of entry?
- (2) Since two highly scenic highways intersect in the downtown area, should the area in the immediate vicinity receive special design attention?
- (3) Given the wide range of historic and contemporary building types in the downtown, what principles could serve the general enhancement of the area without unduly penalizing any particular interests? That is, what common urban design objectives (as opposed to design standards) could serve to direct private development initiatives?

- (4) In what ways could Hangtown Creek become an important amenity in the downtown area? What successful examples of urban stream rehabilitation and development are relevant to Placerville?
- (5) How could the Highway 50 right-of-way be enhanced to improve the scenic views of the downtown, and how could the portion of the downtown area facing Highway 50 be similarly enhanced?
- (6) How could the vacant lands and structures along Reservoir Street be converted into commercial uses and thus become an asset to the downtown area? (The "Miners Alley" concept set forth in the proposed 1984 Redevelopment Plan reflected an excellent understanding of the urban design possibilities of this area).
- (7) In the event that the Southern Pacific Railroad right-of-way were abandoned or sold, how could this area be converted into a positive element in the urban fabric of the downtown area?
- (8) How can the Broadway and Placerville Drive corridors be enhanced to provide greater coherence and visual quality?
- (9) How can the major Highway 50 nodes be enhanced to provide a clearer sense of entry into greater Placerville?
- (10) How can the sense of barrier created by Highway 50 be reduced in the downtown area in order to provide a stronger visual "bridge" between the northern residential area and the downtown area?

CHAPTER X

HISTORIC AND CULTURAL RESOURCES

HISTORICAL DEVELOPMENT

Just as its prehistory is bound to the natural environment that provided native peoples with spiritual and material needs for thousands of years, the historical development of Placerville is intrinsically tied to the discovery of gold at Coloma in January 1848. Prior to the invasion of white people, Placerville and its surroundings were characterized by dense stands of virgin timber and massive oaks which had stood the test of time for hundreds of years. Within a few years of the white man's arrival, however, the area was almost entirely denuded.

Placerville lies in a narrow canyon bisected by a number of small drainages and gentle ridges. Native peoples belonging to the Southern Maidu (Nisenan) utilized the resources within the canyon for hunting, fishing, and gathering foodstuffs, while encamped on the gentle terraces above present-day Hangtown Creek. The Nisenan, meaning "people," lived between the North Fork of Cosumnes River on the south and the Bear River to the north.

Prior to 1847, when James Marshall was enlisted by John Sutter to construct a sawmill alongside the American River, little or no contact had occurred between native people and whites. The Coloma Nisenan worked for Sutter, signing an indenture to their land. Their troubles with the white workers at the sawmill were far outweighed by those they had with the throngs of argonauts who began arriving in the Mother Lode in 1849.

At first the Indians were accepted, but it was not long before they were viewed as competitors and impediments to wealth and Americanization. The native peoples closest to the gold-bearing streams, including those in present-day Placerville, were the hardest hit. By 1850, their patterns of subsistence had been disrupted and diseases never known to them decimated entire villages.

For the Nisenan the Gold Rush was disastrous, but for the many 49ers it was the means to instant wealth. During the first months after the gold discovery at Coloma, mining activity centered around Coloma on the American River and to the south along Weber Creek. By 1849, as more miners poured in and new gold deposits were discovered, one of the earliest of which was along present-day Hangtown Creek. The first discovery of gold at present-day Placerville was in the summer of 1848. As the gold discovery became known, other miners settled and a tent community named "Dry Diggings" emerged. Apparently the name "Dry Diggings" did not appeal to its first residents, because in February 1849, after the hanging of two Frenchmen and a Spaniard on a large oak tree, the camp was renamed "Hangtown." The nickname "Hangtown" lasted until 1850 when the newly formed State Legislature legalized the name Placerville, in preference to the suggested name of Ravine City.

By the 1850's, the population of Placerville far outweighed its neighbor Coloma. As a result, the citizens of Placerville requested that the county seat moved from Coloma to their growing community. It was not until January 1857, after pressure had been exerted on the State Legislature, that the county seat moved to Placerville, where it has since remained.

For several years the population of Placerville rivaled that of San Francisco, having the largest voting population in California. Like many other mining communities within the "Mother Lode," Placerville was settled by multitude of nationalities, including Sonorans from Mexico, Hispanics, Chileans, Jews, Chinese, Italians, French, people from the British Isles, Kanakans, Slavic

peoples, Eastern Europeans, Germans, Dutch, Blacks, and Anglo-Americans. By the early 1850's Placerville had become a cosmopolitan city, with many of the trappings of rival cities in the east.

The historical development of Placerville can be divided into five periods. The first began in 1848 with the formation of the town and its transition from a tent community to a frontier boomtown. The second period was characterized by gradual economic decline, which was reflected in a slowdown in gold discovery, lower gold prices, and population decline. The third period began with the discovery of silver ore near Virginia City, Nevada, and was characterized by rapid growth which lasted through the early 1870's. The fourth period began in the early 1870's and lasted into the second decade of the twentieth century. This period was characterized by both population decline and economic diversification. The fifth and last period began in the 1920's and continues to the present. This last period has been characterized by steady growth in the population and major growth in the retail market, agribusiness, and the lumber industry.

During the early boom years, men such as Collis P. Huntington and John Studebaker began compiling their fortunes in Placerville. Most miners, however, were not nearly as successful. Placerville in the mid-1850's was characterized by rustic log and shake-sided commercial buildings, with few frame structures and even fewer stone and brick buildings. This was to drastically change in 1856 when a disastrous fire virtually destroyed the entire commercial district. Instead of building with wood, many businessmen chose to rebuild in stone and brick, giving Placerville a more permanent appearance.

In 1858-59, the population of Placerville had grown to over 6,000 inhabitants. By 1860-61, Placerville had well over 7,000 inhabitants and had become a thriving commercial center tied to the mining industry and the trade that followed the major trans-Sierra wagon roads that went through the town. With growth in population and trade, Placerville's businessmen lobbied for the construction of a railroad through their city. Unfortunately, the route finally chosen went through Auburn and over Donner Summit taking a great deal of business north to Placer County.

Between 1860 and 1880, Placerville faced many of the problems that the nation as a whole experienced: the Civil War, the Panic of 1873, and major decreases in the value of gold and silver. These problems, combined with new gold rushes in British Columbia, Colorado, Nevada, and Montana, steadily drained the population of El Dorado County. By 1880, Placerville's population had declined to 2,000. No longer was gold the epic dream of wealth and prosperity. Placerville had to survive on other industries, including retail services offered by the city's commercial establishments. In addition, the County was being promoted for its virgin stands of timber and rich soils for agriculture.

In 1887, a branch of the Southern Pacific Railroad finally reached Placerville, providing ranchers and farmers with a quick and economical means to transport their products to other markets. Water had always been a crucial resource in the Mother Lode--miners needed it for mining, ranchers needed it to water their stock, farmers needed it to water their crops, and the general population needed it to drink. During the 1850's numerous water companies were organized, several of which were later consolidated into what is now the water system operated by the El Dorado Irrigation District and Pacific Gas and Electric.

By the latter part of the nineteenth century, most of the water being conveyed in the extensive ditch system in the County was sold to ranchers for their orchards. This trend continued well into the twentieth century, and the need for, and sometimes lack of, water remains a major issue.

In 1910, Placerville was still a small rural community tied to Sacramento and the foothill communities by narrow, winding, dirt roads. Portions of this antiquated road system gained national importance in 1913 when the Placerville-Lake Tahoe Wagon Road was as a route by the newly organized transcontinental Lincoln Highway Association headquartered in Detroit, Michigan. (An alternate route was also chosen over Donner Pass through Auburn.) Work on the road began in 1913, but it was not asphalted through to Fred's Place, located above Kyburz, until the early 1920's. By the mid-1920's the asphalt surface was in place through to South Lake Tahoe, although the highway seldom remained open during the winter.

Coinciding with the construction of the Lincoln Highway was a steady growth in the population of El Dorado County and Placerville. The County's agricultural base was growing and the lumber industry and the newly formed Eldorado National Forest provided jobs to the community. As America urbanized, more people longed for the country and its many recreational opportunities. By the 1930's, Placerville had become the gateway to Lake Tahoe, its businesses catering to the growing trade in tourism. Where horses once trod, automobiles now drove and the birth of the service station had begun--where there were once blacksmiths and stables, gas stations could now be found.

During the early 1940's, the economic outlook for El Dorado County seemed bright. World War II only temporarily put a damper on growth. By the 1950's the economy improved and the steady increase in population which continues to this day began. Responding to this growth and a demand for better highways, the California Department of Highways decided to build a freeway through the heart of Placerville. With construction beginning in the early 1950's, the freeway was built over portions of the old Lincoln Highway. Despite all its apparent benefits, the project had a devastating impact to much of Placerville's historic commercial district. Over fifty structures were either moved or demolished, including many of the oldest structures in the city. Although business increased, so did traffic.

Placerville's heritage is diverse and exemplifies the rapid and unprecedented settlement of the American frontier. The people who developed Placerville as a cosmopolitan city during the boom and bust years of the Gold Rush left their mark in many ways. But Placerville's history was erratic, producing a lack of continuity between the old and the new, with growth shifting into the periphery during the mid-twentieth century. The changes that occurred in Placerville are no where more evident than in the city's architectural building styles. Many of the older Victorian and rustic-vernacular designed buildings of the nineteenth century were refaced and modified to meet the city's ever-changing "sense of place."

Following the bicentennial celebration in 1976, the nation's populace rose to the ideals of a bygone era. Nostalgia brought on a resurgence of traditional values. The Mother Lode was and continues to be a focal point for this revival of the past, and Placerville, still known to many as "Old Hangtown," attempts today to retain its heritage. Today, El Dorado County and Placerville are again in the midst of a gold rush, this time for living space and an identity that we can all be proud of.

HISTORIC SITES

Placerville's relatively short, yet rich, history has left the area with numerous features and locations of historical significance. The North Central Information Center of the California Archeological Inventory has reviewed historic references to the area and grouped the sites identified into five categories:

- 1) Placerville Historic District (Old Hangtown)
- 2) The Placerville Gold District
- 3) Several historic roads and trails
 - a) Carson Emigrant road branch
 - b) Placerville Road
 - c) Routes to Coloma and other Gold Rush towns
 - d) Pony Express route
- 4) Placerville-Sacramento Valley Railroad route
- 5) Places important in the Gold Rush era:

a) Big Canyon	g) Missouri Flat
b) Chili Bar	h) Texas Hill
c) Cold Springs	i) Smith Flat
d) Coon Hollow	j) Weber Creek
e) Gold Hill	k) White Rock Creek
f) Hangtown Creek	

Among the specific sites identified, five were listed by the State of California Department of Parks and Recreation in its publication California Historical Landmarks: 1) Hangman's Tree; 2) the site of Studebaker's Shop; 3) Old Dry Diggins/Old Hangtown; 4) the Placerville relay station of the Central Overland Pony Express Route; and 5) Methodist Episcopal Church.

Another nine sites have been included on the National Register of Historic Places. They are as follows:

- Fountain-Tallman Soda Works
- Confidence Hall
- Giebenhain House and Mountain Brewery Complex
- Episcopal Church of Saviour
- Lombardo Ranch (Fossati's Winery)
- Combellack-Blair House
- Gold Bug Mine
- Pearson's Soda Works
- Eddie's Tree-Bleeding Station

In addition to these state and federally-recognized sites, 39 sites in downtown Placerville have been identified as locally-important historical sites. A list and map of these sites are available at the City of Placerville Planning Department.

Because of the abundance of identified sites in town, Placerville has an overall high sensitivity for historical and cultural resources.

ARCHAEOLOGICAL RESOURCES

There are approximately 26 prehistoric (predating written history) resource sites recorded or known within the Study Area. These include some of the earliest sites recorded in El Dorado County and a few of the most recent. Most of the site information recorded in the 1940's, 50's, and 60's was extremely brief and incomplete by today's standards and even more recent records are considered approximations in terms of both location and description. The sites identified include a full range of types, including bedrock mortars, occupation (midden) sites, cry/burial sites, and artifact scatters.

The Study Area also contains 22 historic archaeological sites, most of which were recorded in 1982 as part of a single project. These include mines, old foundations, remnants of mining camps, ditches, and a cemetery.

Archaeological sensitivity can be generally assessed by considering a few of the geographical features of an area. Prehistorically, extreme slopes and/or considerable distance to a good water source are fairly accurate indicators of low sensitivity. Special use sites such as stone quarries, hunting blinds, and gathering areas can, however, occur in such regions. On the other hand, what appear to be areas of high sensitivity based only on the use of a USGS map or a brief field reconnaissance may not necessarily contain a large number of resources or perhaps any at all. Slope and availability of water are two major considerations, but there are numerous others of a more subtle nature that can often only be determined after an intensive field examination and perhaps a review of the ethnographic and historic literature. Some of these factors are the seasonal exposure to sun and storms, the availability of food resources and other raw materials, surface water drainage, and historic land and floral modification.

Although early historic settlement was usually influenced by topography and water sources, there were also exceptions. Mining activities in particular were not influenced by slope degree or water availability, and we suspect that wherever mining was done historic remains may occur. This is well demonstrated in the results of large scale cultural resource surveys within major mining areas such as New Melones, Marysville Lake, and Dutch Gulch Reservoir Projects in Calaveras, Yuba, and Tehama/Shasta Counties respectively, which contained historic resources in all types of terrain.

The 500 to 2500 foot range of the Sierra Nevada contains the greatest concentration of archeological sites in El Dorado County. All permanent streams, major intermittent creeks, and most springs are associated with Native American sites (discussed usually as "prehistoric" although some were used by Indians well into the historic period). These sites include major villages, seasonal food processing and gathering areas, and other resource procurement sites. Many petroglyph, ceremonial, and burial/cremation sites are also known to occur within this elevation range. Also significant was the historic utilization of this zone, which was extensively exploited by early mining, ranching, and settlement activities. In these respects the Placerville area appears to have a generally important and sensitive nature.

FINDINGS

- The Study Area contains numerous features and locations of historic significance and therefore has an overall high sensitivity for historical and cultural resources.
- The Placerville area contains a relatively high concentration of archaeological sites and can therefore be classified as archaeologically-sensitive.

INFORMATION SOURCES

- 1 *The National Register of Historic Places*, 1987.
- 2 *California Inventory of Historic Resources*, 1976.
- 3 *California Historical Landmarks*, 1979.
- 4 *California Gold Camps*, 1975.
- 5 *California Gold Districts*, 1979.
- 6 *California Place Names*, 1969.
- 7 *Historic Spots in California*, 1966.
- 8 Dana Edward Supernowicz, *Placerville Area Plan: Historical Development*, 1986.
- 9 Marianne L. Russo, Assistant Coordinator, California Archeological Inventory--North Central Information Center.

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